

## CHAPTER SIX

**Land Use Analysis Program**

A CMP must contain a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems. The program must generally be able to estimate the costs associated with mitigating those impacts, as well as provide credits for local public and private contributions to improving regional transportation systems.

The law does not change the role of local jurisdictions in making land use decisions or in determining the responsibilities of project proponents to mitigate possible negative effects of projects. However, the CMA has the ability to apply certain sanctions, as described in Chapter 8, if the local agency does not comply with the requirements of the law.

The intent of the Land Use Analysis Program is to:

- Better integrate local land use and regional transportation facility decisions;
- Better assess the impacts of development in one community on another community; and
- Promote information sharing between local governments when the decisions made by one jurisdiction will have an impact on another.

The Land Use Analysis Program is a process designed to improve upon decisions about land use developments and the investment of public funds on transportation infrastructure in Alameda County. To work best, the CMA is involved at the very early stages of the development process, maximizing intergovernmental contacts before major decisions are completed. The process is intended to work in a positive, cooperative fashion that supports the needs of local, county, regional and state governments.

**WHAT'S INCLUDED IN THE LAND USE ANALYSIS**

With the passage of the federal ISTEA of 1991, MTC was required to develop a MTS that included both transit and highways. MTC contracted with the CMAs in the Bay Area to help implement the federal legislation and to use the CMPs to link land use decisions to the MTS. Therefore, a distinction is made

between the CMP-network, which is used for monitoring conformance with the LOS standards and the MTS<sup>24</sup>, which is used for the Land Use Analysis Program.

By using the MTS for the Land Use Analysis Program, impacts on the CMP-network will continue to be identified, since it is a subset of the MTS. The broader definition of “regional transportation systems” will encourage early identification of impacts on a larger system of roadways and explicitly include transit system impacts. Proactive responses to potential impacts may occur during:

- Corridor or areawide studies;
- Preparation of local or regional CIP; or
- Environmental review of specific land developments and transportation improvements.

The CMA acts as resource to local governments in analyzing the impacts of proposed land use changes on regional transportation system. This includes providing the travel-demand model to produce forecasts for proposed General Plan Amendments (GPA) and other large-scale developments, if the local jurisdiction publishes a Notice of Preparation (NOP) for an Environmental Impact Report (EIR). CMA staff could be involved in discussing impact assessment approaches and impacts on the MTS. CEQA already provides a framework for such assessments. The CMP process maximizes use of the CEQA process, while also filling in some gaps that the Act may not address.

## **PROJECTS SUBJECT TO REVIEW**

The purpose of the CMA review of projects is to assure that regional impacts are assessed, appropriate mitigations are identified, and that an overall program of mitigations can be implemented. The CMA will review transportation analyses of proposed land developments when a GPA and/or an EIR are required. For EIRs, the CMA will review and comment appropriately on NOP, draft, supplemental and final documents. A description of each of these follows.

### **Projects Requiring General Plan Amendments**

The CMP identifies GPAs as the most appropriate stage of review to consider because:

---

<sup>24</sup> In 2005, MTC updated the MTS to include Rural Major Collector streets and higher based on the Federal Functional Classification System (FFCS). The updated MTS is used by MTC for the purposes of funding and programming as well as in estimating roadway maintenance needs. The updated MTS was reviewed by ACTAC during the 2009 CMP Update to determine its usefulness and applicability to the Land Use Analysis Program. Based on ACTAC’s input and discussions with MTC, it was determined that the updated MTS was not appropriate for the Land Use Analysis Program because it was too detailed for planning purposes and the previous version of the MTS would continue to be used.

- GPAs are normally processed well before any construction takes place. This provides more time for transportation impacts to be analyzed and mitigated than would be available if the review took place closer to actual project construction.
- GPAs may only be considered by a city or county four times during any calendar year, by state law. This reduces the complexity and effort involved in CMA review.
- Most (but not all) GPAs are of a significant size.

### **Projects Consistent with Existing General Plans**

In cases where development is consistent with existing general plan guidelines, GPAs are not the most relevant unit of impact analysis. In those cases, timing becomes the key factor. If decisions about transportation infrastructure investment occur at a slower pace than land development, the result can be deterioration in operations on the existing MTS. Large-scale projects that are consistent with existing general plans, but which may impact the regional transportation system, often require the preparation of an EIR.

In 1995, the CMA adopted the following policy for addressing large-scale development projects that are consistent with a general plan:

*All notices of preparation of EIRs be forwarded to the CMA for comparison with the 100-trip threshold and, if exceeded, the CMA will review and comment including requests for consideration of transportation impacts and mitigation measures to MTS facilities in the same manner as the current policy for GPAs.*

### **Development Sponsored by Non-Local Jurisdictions**

For purposes of the CMP, a local jurisdiction is defined as a city, county, or a city and county. However, other agencies such as colleges, universities, the Port of Oakland and federal facilities (Lawrence Livermore National Laboratory, for example) also have land use discretion which could affect the operation of the MTS.

Development sponsored by state or federal agencies does not require local permitting approval and thus the CMA may not be notified of pending development. In order to correct this, for projects that meet the threshold requirements and require an EIR/environmental impact study, CMA requests these agencies submit environmental documents for CMA review and comment.<sup>25</sup>

---

<sup>25</sup> For purposes of compliance with the Land Use Analysis Program, the Port of Oakland is considered a governmental subdivision of the city of Oakland. Thus, the Port shall be required to submit environmental documents to the CMA for review and comment subject to meeting the threshold criteria and preparation of an EIR/environmental impact study.

## DEVELOPMENT REVIEW PROCESS

The tiered land use analysis process described below applies to projects requiring GPAs (Tier I[a]) and NOPs for EIRs for projects consistent with an adopted general plan (Tier I[b]). A summary of the Tier 1 requirements is presented in Table 12 and the development review process for Tier 1 is shown in Figure 11. The method of analysis is further detailed in the Land Use Analysis CMP Technical and Policy Guidelines (see Appendix G). For analysis of transportation impacts on the MTS roadways, 2000 Highway Capacity Manual will be used.

The CMA will be responsible for determining whether a project meets the 100 p.m. peak-hour trip-generation threshold criteria. The p.m. peak hour was chosen because in most Alameda County cities, traffic is worse in the p.m. peak hour than in the morning or weekend peak periods. The 100-trip threshold was chosen because it is the level at which most cities ordinarily require a traffic impact study to be prepared. Examples of projects that can generate 100 or more p.m. peak hour trips are: 100 or more single-family homes, 165 apartment units or 135 hotel rooms or more than 45,000 gross square feet of office space. It must be noted that such projects, when part of a proposed GPA, would only qualify for review if they generated 100 *more* p.m. peak-hour trips than the existing land use designation.

### Tier I (a)—General Plan Amendments

The CMA reviews GPAs, concurrent with the city's or county's approval process. The CMA will review impacts of the proposed GPAs on the MTS through existing environmental review processes conducted by the local agencies. Upon receiving the initial GPA application, the local agency will forward the GPA proposal to the CMA consistent with the Technical and Policy Guidelines (see Appendix G). The local agency will analyze the data and identify any necessary mitigations as part of the environmental process.

Analysis at the GPA stage—rather than at the project stage—allows cities to proactively plan development, taking into account regional transportation impacts and providing ways to finance transportation costs in advance of development proposals at the tentative map stage or later.

Local jurisdictions are responsible for modeling the proposed general plan amendment using the most recent CMA-certified travel-demand model. The local agency will then send the environmental document to the CMA for a 30- to 45-day review and comment period. The local agency will send a copy of both the draft and final decision/notice of determination to the CMA so that the data may be incorporated into the countywide travel model's land use database, thus keeping it current.

**Table 12—Tier I Requirements**

ACTION	GENERAL PLAN AMENDMENTS	NOTICES OF PREPARATION
Submit to CMA	Mandatory	Mandatory
Timeframe for submittals	Ongoing	Ongoing
CMA comments	Yes, if project generates at least 100 p.m. peak period trips more than the adopted general plan land use designation	Yes, if project generates 100 p.m. peak period trips (or more) above and beyond expected trips based on existing land use designation

General plan categories can encompass a fairly wide range of trip generators. For example, a parcel may be zoned for “Medium-High Density Residential, 16-30 units per acre.” There is a variation of almost 100 percent between the low and high ends of the allowable density. A variety of land uses with a wide range of trip generation may be allowed within a single zoning designation. In both cases, market conditions at the time of construction will dictate the actual uses. Until then, reasonable assumptions will have to be made regarding the specific trip generation characteristics input to the model.

### **Tier I(b)—Large-Scale Projects Consistent with General Plan: Notices of Preparation**

This tier involves a CMA review of NOPs of EIRs, concurrently with the jurisdiction’s approval process. Every NOP and draft and final environmental document will be forwarded to the CMA for review. The CMA will be responsible for determining whether an application meets the threshold criteria for CMA review and comment. The same review and modeling process described under Tier I(a) applies to Tier I(b).

### **Tier II**

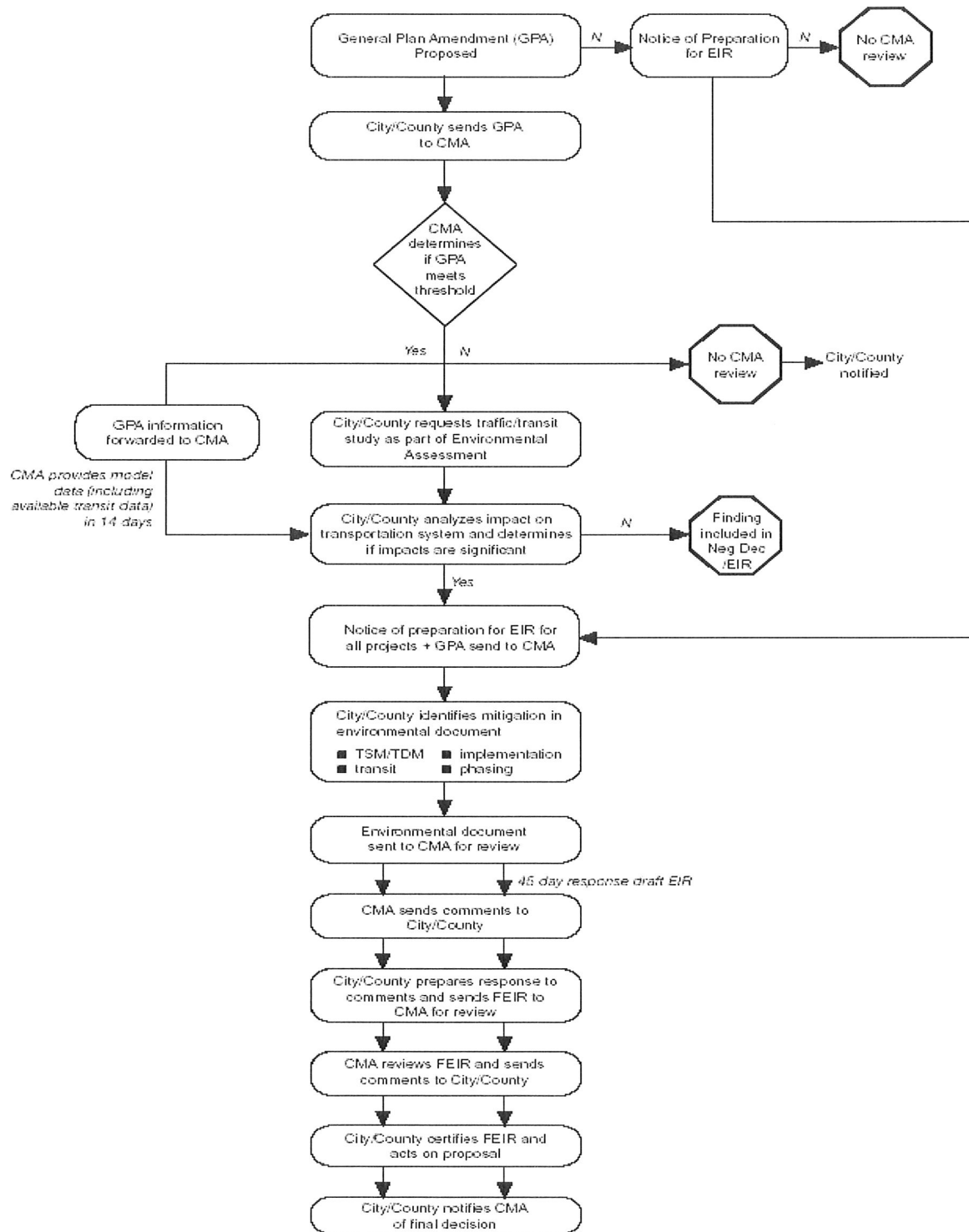
CMA staff will evaluate Tier II projects based on ABAG’s latest land use projections (typically published in even-numbered years). This evaluation will include local input on the distribution of ABAG projections within each jurisdiction. Local jurisdictions will have 60 days to provide input on how their respective ABAG projections will be distributed by traffic analysis zones.

ABAG-consistent data (at the countywide level and for each jurisdiction) will always be used for CMP purposes other than the Land Use Analysis Program.

## **RESPONSIBILITY FOR MODELING**

The current countywide model is updated to reflect ABAG's forecasts in *Projections 2007* for horizon years 2000, 2005, 2015 and 2035. The recently updated countywide model is based on MTC's regional model. The CMA Board amended the CMP requirements on March 26, 1998 so that local jurisdictions are responsible for travel-demand modeling. A countywide model agreement between the jurisdiction/agency and the CMA is required before the model information can be released to the jurisdiction/agency or its consultant.

Figure 11—Assessing the Impacts of Local Development Decisions on the Transportation System



## **AREAWIDE TRAFFIC IMPACT MITIGATION FEES**

An areawide traffic impact fee and/or revenue measure such as one establishing an assessment district could generate funds necessary to plan and implement transportation mitigation measures related to land development. The fee could be collected and expended in specified zones within the county. Traffic impact fees are in the CMP law as a proactive method of addressing transportation needs arising from land development. Such fees or measures could be negotiated as part of the corridor/area management planning process described later in this chapter.

The CMA conducted a feasibility study for a countywide or areawide traffic mitigation fee to address the impacts of land development on the regional transportation system. The study evaluated advantages, disadvantages, opportunities and constraints of implementing traffic impact mitigation fees on a multi-jurisdictional basis.

The study recommended that the CMA not proceed with an areawide traffic impact fee at that time. Among other things, there was not enough strength in the local economy to support higher fee levels. Also, there was concern that a new fee would constrain growth, particularly in urban areas where redevelopment projects already face higher costs than in suburban areas.

The study also recommended that the CMA adopt the following policies:

- Support agreement among local jurisdictions to adopt an areawide fee within a planning area;
- Identify projects of countywide significance; and
- Consider integrating adoption of a countywide fee with a campaign for a sales tax extension or gas tax increase so the development community and the voters each see a benefit in sharing costs with the other.

The Tri-Valley Transportation Council has adopted an areawide traffic fee. The fee is applied to regional transportation improvements in the Tri-Valley Transportation Expenditure Plan. The City of Livermore also adopted a traffic-mitigation fee in 2001 to fund regional transportation projects in Livermore. If such an areawide traffic- and/or transit-impact fee is adopted in the future, it will include a system of credits, so that developments that have paid once for a regional traffic (and/or transit) improvement will not be unfairly “double billed” for contributions to the same improvement. Credits for some local impact improvements may also be considered.

The CMA intends to continue to re-evaluate the feasibility of countywide or area-wide impact fees as part of the MTC/CMA Transportation and Land Use Work Program and in light of the passage of SB 375, discussed later in this chapter.

## CORRIDOR/AREA MANAGEMENT TRANSPORTATION PLANNING PROCESS

In 1994 the CMA adopted a corridor/areawide transportation management planning process, which is described in the *Countywide Transportation Plan*. The process is based on cooperative planning and coordinated action by local governments, Caltrans, transit agencies, the CMA and MTC. The CMA uses the corridor/areawide management planning process to identify needed mitigation measures and for linking its funding decisions to needed mitigations.

In a corridor/area management planning effort, participants address how to:

- Reconcile the competing demands that local and long-distance traffic make on the capacity of the freeway system;
- Reconcile continuing population and employment growth with the finite capacity of the freeway system;
- Reconcile the movement of people and goods;
- Prevent pass-through traffic from using local streets;
- Reconcile HOV lanes with plans to meter freeway ramps;
- Pair ramp metering with geometric metering at gateways to the metropolitan area; and
- Coordinate the operation of freeways and parallel arterials and when and where to rely on transit as a corridor's primary strategy of traffic management.

As defined in the Alameda *Countywide Transportation Plan*, the underlying principles for the process are based on the following:

- The CMA should support, where appropriate, local plans to enhance the productivity of transit investment through such measures as supportive zoning, urban design/planning and development approvals.
- The CMA should give investment priority to those highway and transit operational improvements and major capital projects that are identified in the corridor/areawide management planning process.
- The CMA recognizes that land use planning is solely the purview of local governments.

Examples of corridor/areawide management planning efforts include the San Pablo Avenue Corridor, I-880 Corridor, Central County Freeway Study, and the Triangle Study.

## TRANSIT-ORIENTED DEVELOPMENT

TOD provides high-density and pedestrian-oriented development accessible to transit and other non-motorized forms of transportation. It focuses on establishing a mix of uses, such as employment, residential and retail town centers near transit hubs to provide intermodal opportunities (e.g., BART, bus, autos, bicycling, walking) to reduce reliance on single-occupant vehicles.

BART, the local jurisdictions and community groups in Alameda County support opportunities for Transit-Oriented Development (TOD). Examples of completed TOD projects are the Fruitvale BART Transit Village in Oakland and the downtown Redevelopment Program and the Cannery Area in Hayward. Projects either underway or included in the *Countywide Transportation Plan* are transit villages at MacArthur BART, West Oakland, Coliseum, San Leandro, Warm Springs in Fremont, Union City Intermodal, Dublin/Pleasanton BART and Ed/Roberts Campus in Berkeley.

In support of TOD, the CMA and MTC have set aside Transportation for Livable Communities (TLC) funds to be used as an incentive to local agencies that support and expedite the approval of TOD within their jurisdiction. ABAG has established the FOCUS program to encourage partnerships between regional and local agencies to increase housing near transit, encourage compact and walkable development, and preserve open space. FOCUS includes regional TLC funding for TOD and designated priority development and conservation areas (PDAs and PCAs). A list of 27 planned and potential PDAs in Alameda County are shown on Table 13. The CMA has established a Transit Oriented Technical Assistance Program (TOD-TAP) and a TOD Fund Monitoring Program to assist project sponsors in advancing their projects.

## REGIONAL AGENCIES' SMART GROWTH STRATEGY

ABAG—in conjunction with BAAQMD, the San Francisco Bay Conservation and Development Commission, MTC, the Regional Water Quality Control Board and the Bay Area Alliance for Sustainable Development completed the Regional Alliances Smart Growth Strategy Bay Area Alliance for Sustainable Development Regional Livability Footprint Project. The overall goal was to achieve support among public officials, civic leaders and stakeholder organizations for a preferred land use pattern that will inform decision-makers on how the Bay Area could grow over the next 20 years. The study resulted in SMART Growth Projections 2003, focusing development in the urban core. Projections 2003 land use was used to update the *Regional Transportation Plan* in 2005. The subsequent Projections series developed by ABAG, Projections 2005 and Projections 2007, continued to be based on the Smart Growth concept. The 2009 update to the *Regional Transportation Plan* used Projections 2007.

Table 13

**Priority Development Areas by County**

<b>Alameda County</b>	
<i>Area</i>	<i>Designation</i>
Alameda County: <i>Urban Unincorporated Area</i>	Potential
City of Alameda: <i>Alameda Naval Air Station</i>	Planned/Potential
City of Berkeley: <i>Adeline Street</i>	Planned
City of Berkeley: <i>Downtown Berkeley</i>	Planned
City of Berkeley: <i>San Pablo Avenue</i>	Planned
City of Berkeley: <i>South Shattuck</i>	Planned
City of Berkeley: <i>Telegraph Avenue</i>	Potential
City of Berkeley: <i>University Avenue</i>	Planned
City of Dublin: <i>Dublin Transit Center</i>	Planned
City of Dublin: <i>Town Center</i>	Planned
City of Dublin: <i>West Dublin BART Station Area</i>	Planned
City of Emeryville: <i>Emeryville Mixed Use Core</i>	Planned
City of Fremont: <i>Centerville</i>	Planned
City of Fremont: <i>Central Business District</i>	Planned
City of Fremont: <i>Irvington District</i>	Planned
City of Hayward: <i>Downtown</i>	Planned
City of Hayward: <i>South Hayward BART Station Area</i>	Planned
City of Hayward: <i>The Cannery</i>	Planned
City of Livermore: <i>Downtown</i>	Planned
City of Newark: <i>Dumbarton Rail Station Area</i>	Potential
City of Newark: <i>Old Town</i>	Potential
City of Oakland: <i>Corridors and Station Areas</i>	Potential
City of Pleasanton: <i>Hacienda</i>	Potential
City of San Leandro: <i>Bay Fair BART Station Area</i>	Planned
City of San Leandro: <i>Downtown</i>	Planned
City of San Leandro: <i>East 14th Street</i>	Planned
City of Union City: <i>Intermodal Station District</i>	Planned

**Regional Transit Expansion Program (RESOLUTION 3434)**

The Regional Transit Expansion Program adopted by MTC in 2001 as Resolution 3434 identifies the regional commitment to transit investments in the Bay Area. It has been amended many times. The most recent amendment in September 2008 identifies a nearly \$18 billion investment in new rail and bus projects that will improve mobility and enhance connectivity for residents in Alameda County and the Bay Area.

It includes a Transit-Oriented Development (TOD) Policy to condition transit expansion projects funded under Resolution 3434 on supportive land use policies. There are three key elements of the regional TOD policy:

- Corridor-level thresholds to quantify appropriate minimum levels of development around transit stations along new corridors;

- Local station area plans that address future land use changes, station access needs, circulation improvements, pedestrian-friendly design and other key features in a TOD; and
- Corridor working groups that bring together CMAs, city and county planning staff, transit agencies, and other key stakeholders to define expectations, timelines, roles and responsibilities for key stages of the transit project development process.

This policy is relevant within Alameda County for the following transit extensions:

- BART to San Jose
- Dumbarton Rail
- Ferry service extensions in Alameda and Berkeley
- AC Transit Bus Rapid Transit in Berkeley/Oakland/San Leandro

The CMA is working with the local jurisdictions, transit providers, congestion management agencies in adjoining counties, ABAG and MTC to address the policy in these corridors.

A companion resolution, Resolution 3357, articulates rail extension and improvement criteria and regional express bus and rapid bus program criteria. These criteria shall be considered during the funding process for the identified transit projects. The land use component of the criteria is included in the T Plus Work Program as noted below.

### **MTC/CMA Work Program—"T Plus"**

In April 2003, MTC in partnership with the Bay Area CMAs, adopted a work program to better integrate transportation and land use decisions. The program was initiated in FY 2003-04 and includes the following tasks: administration of TLC; Smart Growth Policy Development and Program Implementation; Actions to support Resolution 3434—Regional Transit Expansion Program, Mitigation Programs and various workshop and training efforts.

A Task Force composed of staff from local jurisdictions, transit operators, MTC, ABAG and Caltrans is working with the CMA to implement the program. The CMA Board adopted policies relating to SMART Growth and TOD in 2004. Policies were included in the *Countywide Transportation Plan* and are being amended into the CMP, as appropriate. As part of the work program, CMA initiated a Transit Oriented Technical Assistance Program (TOD-TAP) and a TOD Fund Monitoring Program to assist project sponsors in advancing their projects.

### **RELATIONSHIP TO CALIFORNIA ENVIRONMENTAL QUALITY ACT**

Under CEQA, local governments still have lead agency responsibility for preparing EIRs and conducting the associated transportation analyses. Local governments are responsible for proposing and analyzing

methods to reduce negative effects on the transportation system. The CMA will comment throughout the EIR process, keeping local governments informed about the adequacy of the analyses and approving the use of any local or subarea transportation models used, or providing the local agency with access to information from the countywide travel model on cumulative impacts of projects.

In the case of smaller projects, local governments may wish to require project proponents to enter an agreement to provide a “fair share” portion for mitigating a cumulative impact. This addresses the legislative requirement that the CMP must be able to estimate costs associated with mitigating transportation impacts.

Environmental documents will typically identify impact mitigations for the proposed project. Two questions arise relative to mitigation proposals in environmental documents:

- Are the mitigation measures adequate to sustain the service standards in the CMP?
- Are the mitigation measures fully funded? If the environmental document shows full funding of mitigation measures, is the project sponsor expecting state or federal funding for all or a portion of the measures?

If transportation mitigation measures are inadequate and/or are underfunded, there may be significant implications for the regional transportation system. Either might result in failure to meet LOS standards, triggering potential non-conformance and the need for a deficiency plan. Furthermore, an environmental document may rely on state or federal funding of mitigation measures. Such funding may not be consistent with CMA project funding priorities. The CMA’s policy regarding mitigation measures is:

- Mitigation measures must be adequate to sustain CMP roadway and transit service standards;
- Mitigation measures must be fully funded to be considered adequate; and
- Mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with project funding priorities established in the CIP of the CMP, the *Countywide Transportation Plan* and the *Regional Transportation Plan*, or the *Federal Transportation Improvement Program*.

In addition, the CMA is using the corridor/areawide management planning process, as adopted in the *Countywide Transportation Plan*, to identify needed mitigation measures and for linking its funding decisions to needed mitigations.

Where disputes arise between two agencies as a result of the potential impacts of a project, the CMA may act as a mediator, if requested by one of the parties involved. Under the intent of the law, the CMA will require local agencies to establish a program for securing funding to mitigate the transportation impacts of

their land use decisions. The mitigations and funding sources may be the same as, but not limited to, those proposed in the CEQA process.

Techniques other than using the countywide travel model are available for assessing possible transportation impacts on the MTS. These techniques are documented in the HCM, and may be used, at the local jurisdiction's option, to help assess the impacts on the MTS even when the CMA does not require such analysis. The 2000 HCM be used for this purpose. The local jurisdiction may want to do this to assure itself that a given project approval will not endanger its compliance with CMP standards.

## RELATIONSHIP TO TRANSIT

### Overview

To fully address the relationship between land use development and impacts on the regional transportation system, transit operators must be included in the land use planning and approval processes. Through the CMP process, local jurisdictions are encouraged to develop and maintain a transit component of their General Plan Circulation Element. Also, local jurisdictions can provide a forum for the transit operators to participate more actively in land use decisions.

### Policies

The CMA encourages local jurisdictions to:

- Consider transit impacts of new developments as part of site “traffic” impact studies.
- Include documentation of existing ridership and loads on transit lines serving new development, and assessing the impacts on usage (additional trips) on those lines in their environmental impact analysis process.
- Require transit mitigation of new developments, for both capital improvements and possibly operational costs, if transit services need to be added or enhanced due to new development.
- Include a transit section in their General Plan Circulation Element; AC Transit’s “Designing with Transit,” can assist in the development of this section.
- Include the appropriate transit operators in the land development review process; AC Transit’s “Designing with Transit” should be used to increase transit use to the site through appropriate design treatment.
- Use transit as a mitigation measure for traffic and air quality impacts, in conjunction with the efforts of the transit operators. This could be accomplished through transit subsidies to employees and parking charges.
- Promote new development along existing and funded new transit routes.

- Reduce parking requirements for development that occurs along existing transit services.
- Coordinate traffic signals within their own jurisdictions and with other jurisdictions on arterial streets served by transit, and provide traffic signal priority for buses on major bus routes.
- Consult with appropriate transit operators before placing bus pullouts on major bus routes.

## **Environmental Assessment Checklist**

Local jurisdictions can use the following environmental assessment checklist for guidance regarding design elements in development proposals that could facilitate the provision of transit services. The list has been divided into two sections: development in areas with transit services and development in areas without transit service. This list is not intended to cover all aspects of every development, nor is it intended to replace transit operator review of specific environmental documentation. Greater detail on these and other design issues can be found in the two AC Transit documents referenced earlier.

### **Development near Transit Services**

- Transit planners consider one-fourth of a mile on either side of a bus line or transit station the prime “catchment” area for that line. This general rule should be applied to determine if a development is “near” transit services.
- The number of trips generated by the project and its impact on the existing transit service need to be addressed. If the trip generation cannot be absorbed with the current transit capacity, the environmental document should address ways of mitigating these impacts.
- Pedestrians must have access between the transit service and the development. The site plan should provide good access between buildings and from buildings to the transit stops. Sidewalks should be provided on both sides of all streets to provide access to bus stops. Sidewalks and curb cuts at intersections should be designed for handicapped accessibility. Designs should avoid requiring pedestrians to walk through parking lots to access transit service.
- Where the environmental document raises the possibility of private shuttle services, a cost analysis of providing this service versus subsidizing existing transit service should be included.

### **Development in Areas without Transit Services**

- An environmental review of a development in an area without transit service should be extensive, to avoid a design which precludes the extension of transit services.
- The number of trips should be assessed of possible demand generated for new transit services. If development is significant enough to create a strong demand for services, the environmental review should address a funding mechanism for the service. No statements should be made regarding the possible extension of transit services without consultation with the affected transit operator(s).
- Traffic lanes must be at least 11 feet wide to provide for satisfactory bus operation.

- Sidewalks should be provided.
- Intersection turning radii: It is desirable to have a corner radius of 30 to 55 feet (based on proximity of curb parking) in order to expedite right turns to and from through lanes.
- Roadway grades: Roadways prepared for bus service should have grades equal to or less than 12 percent for both uphill and downhill operations. Grades of eight percent or less are desirable.
- Traffic Index for Pavement Design: In order for the streets in a development to support bus traffic, their traffic index should be at least 8.0.
- A continuous, safe system of bicycle facilities such as bike lanes and paths , including support facilities such as lockers should be considered.

## RELATIONSHIP TO SB 375

Climate change awareness and the urgency to reduce greenhouse gases (mainly carbon dioxide) has become a driving force in the transportation realm. Adopted in 2008, Senate Bill 375 – Redesigning Communities to Reduce Greenhouse Gases - mandates an integrated regional land-use and transportation planning approach to achieve targets for reducing greenhouse gas emissions from automobile/light trucks. The focus is on reducing vehicle miles travelled (VMT).

In the Bay Area, MTC is required to update the Regional Transportation Plan (RTP) every four years. With SB 375, MTC is required to develop a Sustainable Communities Strategy (SCS) as part of the next RTP update for 2013. The 2009 RTP (T2035), adopted in April 2009, is based on ABAG's *Projections 2007* and includes some reduction targets on a voluntary basis. Among other things, the SCS is to (a) lay out how development patterns and the transportation network can be integrated to help reduce greenhouse gas emissions; (b) identify how the region's housing needs will be met; (c) improve modeling of land-use and transportation; and (d) be congruent with local general plans, specific plans and zoning. If the SCS is unable to achieve the reduction targets, MTC would have to develop an Alternative Planning Strategy, decoupled from the RTP, in order to achieve the reduction targets.

In this context, land-use is indubitably intertwined with transportation issues. To address the requirements of SB 375, the CMA initiated a working group of local and County agencies to collaborate and coordinate on addressing climate change by focusing on transportation strategies. This group was expanded to coordinate with efforts underway by Alameda County. At its December 2008 Board retreat, the CMA Board also expressed qualified support for pursuit of CMA climate action –related transportation strategies, and an exploration of how those would relate to local land-use strategies.

As all local jurisdictions in Alameda County have initiated steps towards developing climate action plans, most of which include consideration of:

- General Plan Elements – policy changes
- Zoning – policy changes
- Transit oriented development/design (TOD)
- Higher density land uses near transit
- Mixed use land uses near transit
- Street design standards – more inclusive of walking, biking and transit, i.e. Complete Streets
- Green building codes/standards

Based on these, the CMA has developed Climate Action priorities based on the transportation strategies that each local jurisdiction is contemplating or adopting, in order to see how the CMA can best support local efforts. These priorities are shown in Table 14. Additionally, MTC has developed a draft “Transportation, Land Use and Greenhouse Gases – A Bay Area Resource Guide” which provides an overview of the feasibility, potential impact and cost-effectiveness of forty-five strategies for climate action, including land use policies.

## **Parking Standards and Policies**

Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. It has been customary for local jurisdictions to require development projects to provide a minimum number of parking spaces. Moreover, most parking is underpriced. These two factors encourage driving, leading to inefficient land use and more congestion. With the support of local jurisdictions, the CMA plans to explore and review parking policies and standards as a way to develop parking management strategies as a land use tool for local jurisdictions to promote alternative modes and reduce greenhouse gases. A Task Force has been formed to begin investigating strategies.

## **CEQA Reform**

As public agencies have gained decades’ of experience in applying CEQA and as new issues (such as global warming) emerge that were unanticipated by the original legislation, the State Office of Planning and Research has initiated a revision of CEQA with respect to the analysis and mitigation of potential effects of greenhouse gas emissions. Revising CEQA to broaden the analysis and mitigation options to take into account trips made by other modes than automobile trips, such as walking, biking, and transit would facilitate TOD projects. For the 2011 CMP, the CMA will work with its partners toward identifying a standard of multi-modal level of service to supplement existing service level methodologies.

Table 14 DRAFT CMA PRIORITIES FOR CLIMATE ACTION MEASURES

2009-04-23

Short (within 2 years) 2009-11      Medium (2 - 10 years) 2011-19      Long (10 - 25 years) 2019-34

Action	Technical assistance to local jurisdiction Climate Action Programs		
	Transit Oriented Development (TOD) programs - existing and expansion		
	Transporation Demand Management (TDM) programs - existing and expansion and monitoring		
Action/ Advocacy	Parking standards/policies		
	CMP - strengthen LU & TDM elements		
		Emissions - monitoring & evaluation	
		Traffic impact fee	
	Improvements in freight/services transportation		
Advocacy	Standards of multi-modal 'level of service' (person throughputs) and standards for modeling Vehicle Miles Travelled		
	Transit service improvements - trips competitive with driving times		
	New (not redirected) revenues for climate action implementation		
	Stronger vehicle fuel efficiency and emissions standards		
	CEQA reform		
Institutional Roles	Alternative vehicle and vehicle-fuel technology		
	Improved albedo		
	Green building		
	Partnerships with other agencies (local, regional, state)		
	Investigate potential for stronger role in land use planning in relation to transportation		

## COMPLIANCE AND CONFORMANCE

The CMA is responsible for monitoring conformance with the adopted CMP<sup>26</sup>. Among the requirements, each city and county must have adopted and be implementing a land-use analysis program. While the CMA does not have the authority to approve or deny local developments, it may find the local jurisdiction in non-conformance. At the time of the finding, the CMA will provide recommendations for corrective actions. If after 90 days the local jurisdiction is still in non-conformance, the CMA is required to provide notice to the CTC and the State Controller. The notice includes the reasons for the finding and evidence that the CMA correctly followed procedures for making the determination.

The State Controller would then withhold the non-conforming jurisdiction's increment of subventions from the fuel tax made available by Proposition 111. The jurisdiction will not be eligible to receive funding for projects through the federal STP and CMAQ Program.

If within the 12-month period following the receipt of a notice of non-conformance, the CMA determines that the city or county is in conformance, the withheld Proposition 111 funds will be released. If after the 12-month period the city or county has not conformed, the withheld Proposition 111 funds will be released to the CMA for projects of regional significance included in the CMP or a deficiency plan.

If a proposed development was specified in a development agreement entered into prior to July 10, 1989, then it is not subject to any action taken to comply with the CMP, with the exception of those actions required for the trip-reduction and travel-demand element of the CMP.<sup>27</sup>

In some cases the CMA may find that additional mitigation measures are necessary to prevent certain segments of the CMP-network from deteriorating below the established LOS standards, before a conformance finding is made. In such cases, the CMA will require the local jurisdiction to determine whether the additional mitigation measures will be undertaken as a condition of project approval, or whether they will be implemented as part of a deficiency plan for the CMP-network segments affected.

## LOCAL GOVERNMENT RESPONSIBILITIES

Local jurisdictions will have the following responsibilities regarding the analysis of transportation impacts of land use decisions.

- Modeling, using the most recent CMA-certified travel-demand model, all GPAs and large-scale projects consistent with general plans that meet the 100 p.m. peak-hour threshold. Model results shall be analyzed for impacts on the MTS and shall be incorporated in the environmental document.

---

<sup>26</sup> California Government Code Section 65089.3

<sup>27</sup> California Government Code Section 65089.7

## LAND USE ANALYSIS PROGRAM

- Forwarding to the CMA all NOPs, draft EIRs/statements, final EIRs/statements and final disposition of the GPA/development requests.
- Working with the CMA on the mitigation of development impacts on the MTS.
- Biennially providing an update (prepared by the jurisdiction's planning department) of the estimated land uses likely to occur using ABAG's most recent forecast for a near-term and far-term horizon year; this land use information will be provided in a format that is compatible with the countywide travel model.

In addition, each local jurisdiction must demonstrate to the CMA that the Land Use Analysis Program is being carried out by September 1 of each year.

## CHAPTER SEVEN **Capital Improvement Program**

The CMA must develop, as part of the CMP, a 6-year Capital Improvement Program to maintain or improve the performance of the multimodal transportation system for the movement of people and goods and to mitigate regional transportation impacts identified through the land-use analysis program.<sup>28</sup> Capital improvement projects must conform to air quality mitigation measures for transportation-related vehicle emissions. The air quality mitigation measures are contained in the BAAQMD's 2005 Bay Area Ozone Strategy.

### **REGIONAL TRANSPORTATION PLAN**

Since the CMP ultimately will be incorporated into the *Regional Transportation Plan* action element, projects selected for the Capital Improvement Program need to be consistent with the assumptions, goals, policies, actions and projects identified in that plan. The *Regional Transportation Plan*, prepared by the Metropolitan Transportation Commission (MTC), is the basic statement of Bay Area transportation policy. Because of the interdependence of transportation planning and other regional planning, the regional plan strives to adopt policies that complement and support programs of federal, state and regional agencies. MTC has adopted a capital investment policy for the *Regional Transportation Plan*.<sup>29</sup> This policy sets forth MTC's approach to capital investment in the transportation system. The Capital Improvement Program in the CMP has been formulated in consideration of MTC's policy.

### **Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA)**

SAFETEA requires the *Regional Transportation Plan* to be consistent with reasonable assumptions of future funding. SAFETEA also emphasizes methods to improve the operation of the existing transportation system. Such methods include traffic operations systems, arterial signal timing, parking management, transit transfer coordination, and transit marketing programs. These federal requirements have been considered in the development of the CMP Capital Improvement Program.

### **New Federal Transportation Act- Surface Transportation Program (STP) and Congestion Mitigation and Air Quality (CMAQ)**

As the region faces the expiration of SAFETEA on September 30, 2009, an expeditious approach is called for to provide an overall architecture to guide upcoming programming decisions for the new surface transportation act funding (New Act). While the exact fund program categories in the new authorization are not known, it is anticipated that the future funding programs will overlap to a great extent with projects that are currently eligible for funding under Federal Title 23. It is also expected that the next one or two years of funding will most likely be authorized through an extension of the current SAFETEA and its programs.

---

<sup>28</sup> California Government Code Section 65089(b)(5)

<sup>29</sup> MTC Resolution 3893

## **PRINCIPLES FOR INVESTING STP AND CMAQ FUNDS**

The reauthorization or continuance of the SAFETEA is anticipated to make available additional STP and CMAQ funds to the region. Through SAFETEA, MTC has already programmed approximately \$900 million of STP/CMAQ funding in three cycles: First Cycle, including the Augmentation round, represented fiscal years 2003-04 and 2004-05, the Second Cycle represented FYs 2005-06 and 2006-07, and the Third Cycle, representing the final two years, FYs 2007-08 and 2008-09. MTC Resolutions 3547, 3615, 3695 and 3723 identified sets of principles and orders of priorities for investment of the federal STP and CMAQ funds under the SAFETEA. It is assumed that similar principles will be used for the New Act.

It is clear that we cannot build our way out of congestion in the Bay Area transportation system by physically expanding the system. Consequently, system-management strategies must be developed and implemented as part of MTC's federal discretionary investment program to maximize use of the existing system. Such strategies should be designed to improve the use and safety of the existing multimodal transportation system, in the most cost-effective manner possible.

MTC's adopted transportation/land-use policy statement that emphasizes livable communities requires investment of regional discretionary/flexible fund sources to be relevant and viable. MTC and the Bay Area Partnership must cooperatively develop that funding opportunity as part of the federal flexible funding program. In particular, community-oriented strategies that may not be eligible for Transportation Enhancements Act funding will be a focus of federal flexible funding investment.

Preservation and maintenance of the existing system—including local roads and transit—remains essential. Therefore, it will be a key component among the many objectives to be achieved in programming federal discretionary funds. In particular, flexible funds will be used to address maintenance and rehabilitation shortfalls that cannot be satisfied from other federal, state, regional or local funding sources.

Capacity expansion typically dominates the region's capital investment program in the State Transportation Improvement Program. Expansion will be considered as part of the federal flexible program only after it is determined that outstanding maintenance and system management needs as outlined above are addressed either in the State Transportation Improvement Program/federal program or from other sources of revenue. Any investments made in capacity expansion with federal flexible funds should focus on the most cost-effective strategies available, given the limited resources available in the program.

## **PROGRAMMING STRUCTURE FOR STP AND CMAQ FUNDS**

In anticipation of the reauthorization of federal funds, MTC has begun the process of developing a framework and schedule for programming future STP/CMAQ funds which are expected to be guided by the recently adopted Regional Transportation Plan, T-2035. The plan provides a backdrop of setting priorities for New Act funding and will include investments for Annual Programs, T-2035 Core Programs and ARRA Strategic Investments.

## PROPOSITION 1B

As approved by the voters in the November 2006 general elections, Proposition 1B enacted the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006, authorizing \$19.925 billion of state general obligation bonds for specified purposes. Proposition 1B includes funding for multiple programs, detailed in Table 15.

**Table 15 — Proposition 1B Programs**

To date, approximately \$10,350, 000 billion has been programmed to projects through the CMIA, TCIF, PTMISEA and TLSP programs.

<b>Proposition 1B Program</b>	<b>Amount</b>
Corridor Mobility Improvement Account (CMIA)	\$4,500,000,000
Route 99 Corridor Account (Rte 99)	\$1,000,000,000
Trade Corridors Improvement Fund (TCIF)	\$2,000,000,000
Trade Corridor Emission Reduction Account	\$1,000,000,000
Port, Harbor, and Ferry Terminal Security Account	\$100,000,000
School Bus Retrofit and Replacement Account	\$200,000,000
State Transportation Improvement Program (STIP) Augmentation	\$2,000,000,000
Intercity Rail Improvement	\$400,000,000
Public Transportation Modernization, Improvement, & Service Enhancement Account (PTMISEA)	\$3,600,000,000
State-Local Partnership Program Account	\$1,000,000,000
Transit System Safety, Security & Disaster Response Account	\$1,000,000,000
Local Bridge Seismic Retrofit Account	\$125,000,000
Highway-Railroad Crossing Safety Account	\$250,000,000
State Highway Operations and Protection Program (SHOPP)	\$500,000,000
Traffic Light Synchronization Program (TLSP)	\$250,000,000
Local Street and Road, Congestion Relief, and Traffic Safety Account of 2006	\$2,000,000,000
<b>Total</b>	<b>\$19,925,000,000</b>

## **THE AMERICAN RECOVERY AND REINVESTMENT ACT OF 2009**

The American Recovery and Reinvestment Act of 2009 (ARRA) is a job and economic stimulus bill intended to help the nation and the states restart their economies and stimulate employment during the worst economic downturn in over 70 years. In drafting this bill, President Obama and Congress recognized that investment in transportation infrastructure is one of the best ways to create and sustain jobs, stimulate economic development, and leave a legacy to support the financial well-being of the generations to come. ARRA spans across a wide spectrum of federal agencies and their programs, which are used as a conduit for these funds.

ARRA funds through FHWA were distributed to the States based on the formulas used for the Surface Transportation Program. In turn, the State of California sub-apportioned 62.5% of what it received to urban areas of the State, which are administered by metropolitan planning organizations (MPOs). The MPO for the Bay Area region is MTC. There are two ARRA funding components, which encompass all of the ARRA funding under MTC's discretion:

### **1. Regional ARRA funds**

\$495 million of regional ARRA formula distribution funds are detailed in MTC Resolution 3885. These include projects funded by the FTA ARRA programs and the initial increment of ARRA funding received from FHWA through the State.

### **2. State ARRA funds**

The state provided an additional increment of ARRA funding to the regions, including MTC, under State legislation (AB3X 20). Of this funding MTC has received and distributed approximately \$167 million as detailed in MTC Resolution 3896.

## **SENATE BILL 45 AND PROJECT DELIVERY**

Senate Bill 45 restructured the State Transportation Improvement Program. The legislation provides for more programming control at the county level and also increases the focus on project delivery. In light of the new focus on project delivery for projects programmed in the State Transportation Improvement Program, the CMA has adopted an aggressive "Timely Use of Funds Policy." The policy applies to all funding programs administered by the CMA, including projects programmed in the State Transportation Improvement Program, federal Surface Transportation Program/Congestion Mitigation and Air Quality and the Transportation Fund for Clean Air program.

The policy defines a strategy for project delivery assistance and evaluation of extension requests. It includes the following provisions:

- The CMA will provide sponsors with consultant support in the implementation of projects. This support will include assistance in the development of a baseline schedule and on-call availability for project delivery questions. The CMA and the project delivery assistance consultant will host a project delivery workshop after the adoption of every funding program by the CMA Board. This workshop will be mandatory for all project sponsors and will provide an overview of the program specific requirements for project delivery.

- The policy establishes criteria for the evaluation of reprogramming and extension requests. These requests will be evaluated based on the nature of the circumstances causing the delay, the sponsor's adherence to the baseline schedule and previous milestones, and the sponsor's ability to meet future project delivery deadlines.
- Any project sponsor that fails to meet a timely use of funds deadline that results in a loss of programmed funds to Alameda County will be penalized in a future state or federal funding cycle an amount equal to the funds that were lost to Alameda County.

The complete Timely Use of Funds Policy is included as Appendix F.

### **Relationship to Air Quality Attainment Plans**

The Capital Improvement Program, required as part of the CMP, is closely related to federal and state air quality attainment plans. Because the Bay Area failed to attain national ambient air quality standards before the 1977 Federal Clean Air Act Amendments' 1987 deadline, a revised State Implementation Plan was developed. The purpose of this plan is to show the measures to be taken to reduce air pollution and maintain compliance with federal requirements for annual emissions reductions.

The *Regional Transportation Plan* is required by federal law to conform to the *State Implementation Plan*. Because CMPs are required to be consistent with the *Regional Transportation Plan*, CMPs must also conform to the programs and policies outlined in the *State Implementation Plan*.

State air quality legislation, specifically the California Clean Air Act of 1988, requires the BAAQMD to prepare a Clean Air Plan designed to bring the Bay region's air basin into compliance with state air quality standards by the earliest practicable date. The Clean Air Plan must include transportation control measures as well as stationary (e.g., oil refinery) source controls to achieve and maintain the respective standards for ozone and carbon monoxide.

Other legislation established a joint process between the MTC and BAAQMD for preparing the transportation control measures plan as part of the state Clean Air Plan.<sup>30</sup> The BAAQMD has ongoing efforts to attain the more stringent state one-hour ozone standard. As required by state law, the BAAQMD adopted a plan to attain this standard in 1991. The Clean Air Plan has been updated in 1994, 1997, 2000, and 2005. The 2009 update to the Clean Air Plan is now under development by BAAQMD.

According to BAAQMD, ABAG, and MTC, the Bay Area's air quality setting has not changed much since 1991. Despite hot weather and high ozone levels in 1995, 1996 and 1998, monitoring data show a downward trend in ozone concentrations since the late 1980s. Peak ozone concentrations have declined 1.4 percent per year on average since the 1986-88 base period. The region recorded three excesses of the national ozone standard and 20 excesses of the state standard in 1999, and three excesses of the federal standard and 12 excesses of the state standard in 2000. However, the region's air quality conditions

---

<sup>30</sup>Assembly Bill 3971 (Cortese)

continue to show generally clean air with occasional exceedances of the national ozone standard and more frequent exceedances of the state ozone standard.

The federal and state transportation control measures listed in the attainment plans have implications for county CMPs. MTC will give priority to proposed projects that support or help implement any of the transportation control measures outlined in this revised plan. Therefore, Alameda County's Capital Improvement Program highlights any proposed project's link to the Transportation Control Measure Plan. Appendix E includes a table that shows the federal and state transportation control measures.

## **Relationship to the Countywide Transportation Plan**

Each county within the jurisdiction of MTC can prepare a long-range transportation plan (Countywide Transportation Plan) in cooperation with the cities, county and transit operators.<sup>31</sup> The *Countywide Transportation Plan* is the primary basis for the county's component of the RTP. The CMA adopted the *2008 Countywide Transportation Plan* for Alameda County in June 2008. The plan was revised in June 2009 to be consistent with the *2009 Regional Transportation Plan*.

The Alameda County CMA will continue to use its CMP as the primary vehicle for implementing the long-range countywide transportation plan. The CMP *Capital Improvement Program Guidelines* and other funding policies adopted by the CMA Board require projects seeking federal or state funding to be consistent with the *Countywide Transportation Plan*. The CMA's transportation investment policies adopted with the Alameda County *Countywide Transportation Plan* are as follows:

- Maintain and operate existing facilities before diverting funds to build new facilities.
- Focus on high priority projects over the next several state and federal funding cycles to ensure delivery of these improvements.
- Give priority to projects that are most effectively coordinated with land use planning, with special focus on Priority Development Areas (PDAs).
- Encourage the purchase of alternative fuel transit vehicles to the greatest extent possible given financial constraints.
- Support strategies that reduce transportation's share of greenhouse gas emissions.
- Implement incentives for transit use, ride sharing and more efficient use of existing roads.
- Ensure that regional gateways are safely operated to manage traffic flow and, where appropriate, gives priority to the movement of carpools, buses and commercial vehicles.
- Ensure that no individual project is so costly that it compromises the improvement of the system as a whole.
- Secure additional funding for a CIP that meets priority needs as economically as possible.
- Ensure routine accommodation of pedestrians and bicyclists as identified in MTC Resolution 3765 and included in the 2006 Alameda Countywide Bicycle Plan.

---

<sup>31</sup> Assembly Bill 3705 (Eastin), Statutes of 1988

By consensus, the CMA adopted an additional policy which requests project sponsors to show the CMA as a funding partner on new advertisements displayed for transportation improvements. For example, roadside signs placed near construction zones that advertise the name of project sponsors such as the State of California, the Alameda County Transportation Authority and/or local jurisdictions, should also list the Alameda County Congestion Management Agency.

### **Relationship to CMA Corridor Studies**

The CMA has identified a need for corridor/ areawide management planning, which was identified in the *Countywide Transportation Plan*. The planning process approved in the plan will:

- Provide valuable information in assessing longer term land-use impacts and possible solutions;
- Identify comprehensive approaches to congestion management which can aid in the development of deficiency plans where level-of-service standards have been or are expected to be exceeded; and
- Provide support that allows each community within the corridor/area to demonstrate how the community's share of cumulative/regional transportation impacts could be mitigated through cooperative planning and investment. Since adoption of the *2008 Countywide Transportation Plan* and 2007 CMP, corridor studies have been completed for I-80, I-580/Altamont, I-880 Intermodal Corridor, San Pablo Avenue, the SMART Corridor programs in the San Pablo and I-880 corridors, I-680 HOT Lane Feasibility Study, North I-880, the Tri-Valley and Central County.

### **A DIVERSIFIED STRATEGY**

The *Countywide Transportation Plan* points to a diversified strategy for managing congestion and sustaining mobility. The following findings highlight this need for a strategy, which includes all reasonable options:

- The *2008 Countywide Transportation Plan* Tier 1 and Tier 2 include \$1 billion in projects, programs and services.
- Even with this extensive investment, the countywide travel model forecasts congestion to become more severe by 2035.
- It is therefore clear that we cannot rely solely on investment in facilities and services as a way out of the transportation problem.
- The transportation needs in Alameda County outweigh the available revenues over the 25-year period in Alameda County.
- It is therefore apparent that all available options must be considered to sustain an acceptable level of mobility in Alameda County - pricing strategies, land-use strategies, managing the existing system better to stretch its capacity, options such as telecommuting which reduce work trips, carefully selected transportation investment, new and/or expanded revenue sources, and other approaches which may surface, including strategies to reduce vehicle miles travelled and reduce greenhouse gas emissions.

- One approach by itself is unlikely to be successful.

The Capital Improvement Program includes projects, which further a diversified strategy. Operational improvements intended to efficiently use existing facilities, transit investment and coordination, intermodal freight facilities, non-motorized facilities, and other investment strategies have been considered in the development of the CMP Capital Improvement Program.

As adopted in the *2008 Countywide Transportation Plan*, the diversified strategy for transportation investments in Alameda County consists of seven component elements:

- An investment program with the flexibility to finance street, highway and mass transit projects where it offers the most cost-effective method of transportation improvement;
- A commitment to funding the highest priority projects in the County, including improvements that address the most congested corridors;
- Strategies designed to ensure enough funding for the maintenance, operation and operational improvement of existing facilities and services;
- Strategies designed to ensure efficient operation of those facilities that are essential for freight movement;
- Cooperative planning designed to engage city, county, CMA and state authorities in planning for corridor/areawide management;
- Planning guidelines designed to ensure strategic treatment of hubs, gateways and intermodal terminals; and
- Pricing policies designed to improve efficiency of the existing transportation system and reconcile mobility, air quality and greenhouse gases.

## **COMPONENTS OF THE CAPITAL IMPROVEMENT PROGRAM**

The 2009 Alameda County Capital Improvement Program covers a 6-year period (fiscal year 2009-10 to 2014-15) and comprises the following:

- Major capital projects and transit rehabilitation projects programmed in the 2008 State Transportation Improvement Program (STIP) and SAFETEA; and
- Other major highway, transit and local projects intended to maintain or improve the performance of the CMP network.

The projects in the Capital Improvement Program are linked to the vision and projects presented in the *2008 Countywide Transportation Plan*. The Capital Improvement Program projects are taken from the 25-year plan either as a specific capital project or from funding set aside to cover categories of projects, including maintenance and rehabilitation of local streets and roads, transit capital replacement, bicycle and pedestrian improvements, and operational improvements.

Figure 12 describes the process for soliciting, evaluating and selecting projects for state and federal funding. In order to assure consistency with regional transportation and air quality goals, Alameda County's priorities for state and federal funding are developed to be consistent with MTC's programming policy.

## **FUNDING OF THE CAPITAL IMPROVEMENT PROGRAM**

The Capital Improvement Program includes projects anticipated to assist in maintaining the level of service and performance standards of the CMP. Funding for all projects, however, has not been secured. Some projects shown in the Capital Improvement Program may need supplemental funding from other sources or may be submitted for state/federal funding consideration in future years.

The CMA is exploring sources of new revenue for transportation facilities and services considered in the *Countywide Transportation Plan*. Revenue enhancement is a critical component of the plan; the transportation need over the next 25 years exceeds available revenues. The CMA will support new revenue sources which best meet the goals of the long-range transportation plan and CMP. These revenue sources could include a regional, state or federal gas tax increase or a bridge toll increase. The CMP law itself suggests another possible funding source—traffic impact fees.<sup>32</sup> The Tri-Valley Transportation Council including the cities of Livermore, Dublin and Pleasanton and Alameda County has developed a sub-area traffic mitigation fee. The Council has adopted an Expenditure Plan identifying the projects to be included in the final fee and has begun implementation. The city of Livermore also adopted a traffic-mitigation fee in 2001 to fund regional transportation improvements in the city of Livermore.

## **CAPITAL IMPROVEMENT PROGRAM**

Table 16 lists the Alameda County projects recommended for funding in the 2010 State Transportation Improvement Program (STIP). These projects have been screened for consistency with the *Countywide Transportation Plan*. The 2010 STIP is scheduled to be approved by the California Transportation Commission in April 2010.

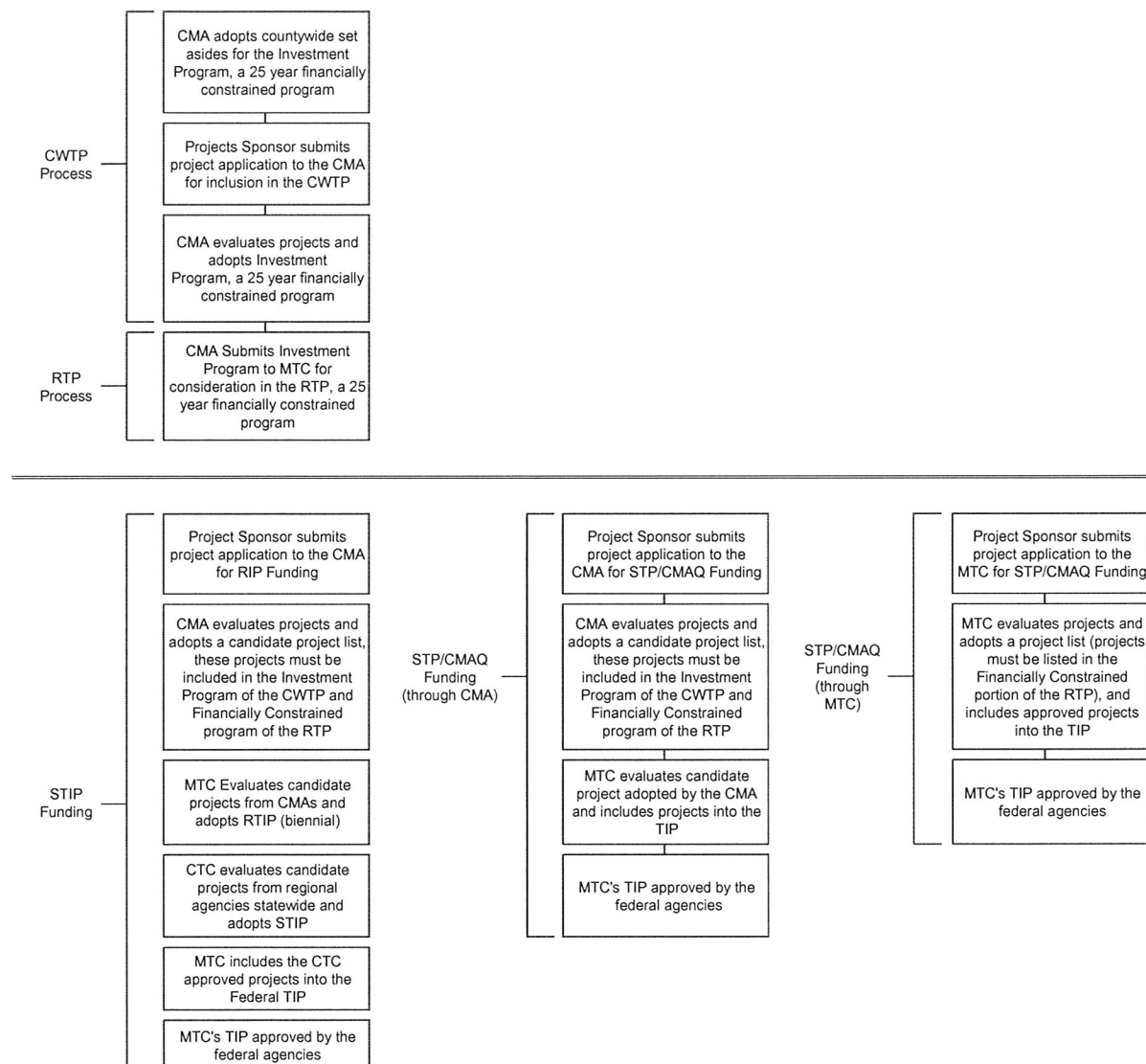
Table 17 contains Major Capital Projects and Transit Rehabilitation Projects programmed in the 2008 STIP, SAFETEA, Proposition 1B and other major highway, transit and local projects intended to maintain or improve the performance of the CMP network.

## **UPDATING THE CAPITAL IMPROVEMENT PROGRAM**

The CMP law requires biennial updating of the Capital Improvement Program. In order to update the program, each city, the county, Caltrans, the Port of Oakland, each transit operator and other project sponsors must, by February 1 of each odd numbered year, submit to the CMA a list of projects intended to maintain or improve the level of service on the designated system and to meet transit performance standards.

---

<sup>32</sup> Section 65089(b)(4)

**Figure 12 — CMA Process for Selecting Projects for State and Federal Funding**

**Table 16 — Projects Recommended for Funding in the 2010 STIP (\$x1,000)**

This table reflects the 2010 STIP program approved by the CMA Board on \_\_\_\_\_, 2009.

*<New Table to be inserted after CMA Board adopts the 2010 STIP>*

**Table 17 — 2009 Capital Improvement Program**

Major Capital Projects and Transit Rehabilitation Projects programmed in the 2008 STIP, SAFETEA, Proposition 1B, CMA TIP and other major highway, transit and local projects intended to maintain or improve the performance of the CMP network.

		PROJECT FUNDING (\$ x 1,000)			
Sponsor	Project	Federal	State	Local	Total
Lump Sum Projects					
All Alameda Jurisdictions	Roadway Capital Investment	513	2,500	27,419	30,432
All Alameda Jurisdictions	Roadway Rehabilitation Investment	16,942	30,282	245,230	292,454
All Alameda Jurisdictions	Roadway Operations Investment	2,660	7,000	29,845	39,505
All Alameda Jurisdictions	Bicycle and Pedestrian Investment	12,412	11,284	49,984	73,680
All Alameda Jurisdictions	Transit Capital Replacement	2,199	0	1,787	3,986
All Alameda Jurisdictions	Other Projects	34,178	2,604	8,572	45,354
Individual Project Listings					
Roadway Capital Investment					
ACCMA	I-80/Gilman Interchange Improvements	1,200	7,000	300	8,500
ACCMA	I-580 Eastbound HOV Lane	6,000	141,598	8,281	155,879
ACCMA	I-580 Eastbound HOT Lane	6,500		5,500	12,000
ACCMA	I-580 Westbound HOV Lane	9,600	101,700	34,368	145,668
ACCMA	I-580 Soundwalls (San Leandro/Oakland)	7,262		2,818	10,080
ACCMA	I-680 Southbound HOT Lane	8,462	8,000	20,663	37,125
ACCMA	I-880 Southbound HOV Lane Extension (Hegenberger to Marina)	10,700	96,500	1,950	109,150
ACCMA/ACTIA	Westbound I-580 Auxiliary Lane from Fallon Road to Tassajara Road			2,500	2,500
ACCMA/ACTIA	Westbound I-580 Auxiliary Lane from Airway Boulevard to Fallon Road			5,040	5,040
ACTA	East-West Connector in North Fremont and Union City		9,300	201,610	210,910

Sponsor	Project	PROJECT FUNDING (\$ x 1,000)			
		Federal	State	Local	Total
Alameda County/ACTIA	I-580 Interchange Improvements in Castro Valley	1,960	7,315	25,525	34,800
Alameda	Stargell Avenue Extension/Interchange		4,000	12,500	16,500
Alameda	Broadway/Jackson Interchange		23,900	8,100	32,000
Caltrans	Route 92/880 I/C Reconstruction			245,000	245,000
Caltrans/ACTIA	I-238 widening	18,300,000	16,948,000	66,272,000	101,520,000
Caltrans	Caldecott 4th Bore Improvement Project - construct a 2-lane four bore north of the existing bores.	198,657	48,343	173,000	420,000
Caltrans	Sunol Grade HOV Corridor - Southbound	1,373	152,663	10,596	164,632
Caltrans/ACTA	I-880/Mission Blvd (SR 262)/Warren Ave I/C Reconstruct & I-880 Widening (Phases 1B & 2)	3,810	64,250	84,102	152,162
Hayward	880/92 Reliever Route			27,037	27,037
Hayward	Route 238 Corridor Improvement Project			111,000	111,000
Dublin	Dublin Boulevard Widening between Sierra Court and Dublin Court			2,984	2,984
Livermore	El Charro/I-580 Interchange			6,400	6,400
Livermore	First Street /I-580 Interchange Improvements			30,000	30,000
Livermore/ACTIA	Isabel Avenue Widening (Route 84 Expwy between Ruby Hill Dr. and Jack London Blvd)			127,110	127,110
Livermore	Measure B: Isabel Avenue/I-580 Interchange	11,300	72,000	73,700	157,000
Livermore	W. Jack London Blvd. widen/extend between El Charro Rd. and Isabel Avenue			28,000	28,000
Livermore	Las Colinas Rd. extension to Redwood Road north of I-580			2,360	2,360

Sponsor	Project	PROJECT FUNDING (\$ x 1,000)			
		Federal	State	Local	Total
Livermore	Stanley Blvd. widen between Mureita Blvd. to west city limit from 4 to 6 lanes.			11,200	11,200
Livermore	Vasco Road widen between Patterson Pass Rd. and Las Positas Blvd. from 4 to 6 lanes.			5,600	5,600
Livermore	Vaco Road/I-580 Interchange	2,000		58,000	60,000
Livermore	Las Positas Road widen between Hiliker Place and First Street			5,000	5,000
Livermore	Dublin Blvd.-North Canyons Extension			6,000	6,000
Livermore	I-580/Greenville Rd. Interchange			35,000	35,000
Oakland	42nd/High St. Access Improvements to I-880 (ROW)		5,990		5,990
Oakland	New Access Road and realigned Burma Road for Oakland Army Base	6,000	2,000	3,620	11,620
Oakland	Wake Avenue Roadway Improvements - OAB	7,000		1,640	8,640
Oakland	Maritime Street Reconstruction - OAB	8,000		2,690	10,690
Oakland	W. Grand and Maritime Intersection Improvements - OAB	3,500		4,054	7,554
Oakland	Lake Merritt Channel Improvements at 10th St.		2,000	14,000	16,000
Oakland	12th Street Reconstruction	13,377	10,312	42,560	66,248
Pleasanton	SR 84 widening from 2 to 4 lanes from I-680 to Pigeon Pass	200,000			200,000
Pleasanton	Foothill @ I-580 Interchange Improvements			2,000	2,000
Pleasanton	Sunol @ I-680 Interchange Improvements			4,000	4,000
Pleasanton	Stoneridge Drive Extension			10,000	10,000
Pleasanton	Bernal Bridge @ Arroyo de la Laguna			5,000	5,000
Pleasanton	Bernal Avenue @ I-680 Interchange Improvements			16,000	16,000

PROJECT FUNDING (\$ x 1,000)					
Sponsor	Project	Federal	State	Local	Total
Pleasanton	El Charro Road Extension Stoneridge Drive to Stanley Boulevard			25,000	25,000
San Leandro	Washington/I-880 On-Off Ramp Improvements			2,711	2,711
San Leandro /ACCMA	Marina Bl/I-880 Interchange Improvements		21,928	5,072	27,000
San Leandro	I-880/SR 112 (Davis St.) Interchange Improvements	500	11,000	3,000	14,500
San Leandro	East 14th/150th/Hesperian San Leandro Triangle			3,300	3,300
<i>Roadway Operations Investment</i>					
ACCMA	I-80 Integrated Corridor Mobility	3,243	77,654	11,958	92,855
ACCMA	I-880 North Safety and Operational Improvements at 23rd/29th	1,787	85,000	10,250	97,037
Alameda County	Patterson Pass Road Safety Improvements	800	2,000	3,200	6,000
Alameda County	Crow Canyon Road Safety Improvements		3,000	10,000	13,000
Alameda County/ ACTIA	I-580/Strobridge Off-Ramp modification in Castro Valley			21,000	21,000
Alameda County	Vasco Road Safety Improvements- Phase I	14,000	11,100	5,900	31,000
Alameda County	Vasco Road Safety Improvements- Phase II			20,000	20,000
Alameda County	Grant Line Road Safety Improvements			10,000	10,000
Oakland	Airport/Coliseum Traffic Adaptive Signalization	2,560		640	3,200
<i>Bicycle and Pedestrian Investment</i>					
Alameda County	Castro Valley Blvd. Streetscape Improvements			15,000	15,000
Alameda County	Coliseum BART to Bay Trail Connector			6,000	6,000

Sponsor	Project	PROJECT FUNDING (\$ x 1,000)			
		Federal	State	Local	Total
Alameda County	E.14th/Mission Pedestrian/Transit/Streetscape Improvements-Phases II & III			20,000	20,000
Alameda County	Grant Avenue Pedestrian/Bicycle Trail		1,000	1,000	2,000
Alameda County	Hesperian Streetscape Improvements		1,500	13,100	14,600
Alameda County/ ACTIA	Lewelling Blvd/East Lewelling Blvd. Improvements Phase I		4,000	20,800	24,800
Alameda County	Lewelling Blvd/East Lewelling Blvd. Improvements Phase II			11,700	11,700
Alameda County	Sunol Town Center Streetscape and Pedestrian Improvements			1,200	1,200
Alameda County	Stanley Blvd Bike/Ped Improvements		3,100	13,900	17,000
Alameda County	Pedestrian and Streetscape Improvements in Cherryland/Ashland	3,100		14,500	17,600
BART	Electronic Bicycle Locker Program (at Alameda County BART Stations)	786		561	1,347
Berkeley	TOD Streetscape: Downtown Berkeley BART Plaza & Transit Area		3,320	430	3,750
Dublin/ EBRPD	Alamo Canal Trail - I-580 Undercrossing			2,651	2,651
Oakland	Central City East Streetscape Improvements	6,900		24,127	31,027
Oakland	Coliseum Gardens Phase 3 - 66th Avenue Streetscape	1,230	387	1,188	2,805
Oakland	Fruitvale Alive Streetscape	2,620		1,400	4,020
Oakland	7th Street West Oakland Transit Village Streetscape	3,950			3,950
Pleasanton	Iron Horse Trail extension I-580 to Stoneridge Drive			2,000	2,000

PROJECT FUNDING (\$ x 1,000)					
Sponsor	Project	Federal	State	Local	Total
San Leandro	Bay Trail San Leandro Slough Bridge	1,278	870	1,503	3,651
<i>Transit Capital Replacement</i>					
ACCMA/ ACTIA	I-580 Corridor/BART Studies			11,831	11,831
AC Transit	Revenue Vehicle Replacement		188,000	47,000	235,000
AC Transit	Facilities Rehab	15,000	5,000	15,000	35,000
AC Transit	Paratransit Van Leasing	9,840		2,000	11,840
AC Transit	IT Upgrades/Replacement	7,500		1,500	9,000
BART	Transit Capital Rehabilitation: Below Score 16 projects Shortfall/Station Renovation- Ala.Co. Share		106,000		106,000
BART	Transit Capital Rehabilitation: Alameda County Share (Projects above Score 16)	1,495,156		897,094	2,392,250
BART	Transit Capital Shortfall: Alameda County Share (Projects above Score 16)	96,111			96,111
LAVTA/ Wheels	Transit Capital Replacement	17,302	0	4,325	21,627
Union City Transit	Fixed-Route Vehicle Replacement Program	7,556	390	1,499	9,445
<i>Other Projects</i>					
ACCMA	I-580 Corridor ROW Preservation/ Roadway Capital Investment	95,000	4,700	16,000	115,700
Alameda County	Castro Valley Transit Village				44,000
Alameda County	Fruitvale Avenue Roadway Bridge (Lifeline)				32,600
Alameda County	Fruitvale Avenue Railroad Bridge				11,000
Alameda County	Estuary Bridges Safety Improvements				6,000

Sponsor	Project	PROJECT FUNDING (\$ x 1,000)			
		Federal	State	Local	Total
AC Transit	E.14th/Int'l/Telegraph	112,090	50,000	69,743	231,833
AC Transit	Major Corridor Improvements	35,350		7,600	42,950
AC Transit	Express Bus/Dumbarton	1,600		2,400	4,000
BART	West Dublin/Pleasanton BART Station			84,200	84,200
BART	Warm Springs BART Extension		295,000	595,000	890,000
BART	Oakland Airport Connector	95,000	40,665	393,335	529,000
LAVTA/ Wheels	Rt 10 Bus Rapid Transit	10,930	5,089	1,755	17,774
LAVTA/ Wheels	Operations and Maintenance Facility	47,681	5,500	4,119	57,300
Newark	Dumbarton Rail Corridor		130,000	171,267	301,267
Oakland	MacArthur BART Transit Village Parking Structure, Site infrastructure & Intermodal Access	983	34,300	11,000	46,283
Oakland	Coliseum Transit Village	18,000	6,161	5,000	29,161
Oakland	Coliseum BART Station Area Transit Village Infrastructure Grant	885	16,013	7,650	24,548
San Leandro	Downtown San Leandro BART TOD Infrastructure and Infill Grant	24,000	2,800	26,800	53,600
Union City	BART Intermodal Station Phase I/ Build infrastructure for future TOD & station	8,940	24,294	24,766	58,000

## Conformance, Monitoring and Deficiency Plans

### CONFORMANCE

The CMA is responsible for ensuring local government conformance with CMP.<sup>33</sup> The CMA compares the monitoring information provided by local governments to the requirements of the adopted CMP. Reasons for non-conformance could include inadequate monitoring information, inadequate deficiency plan development or failure to follow through with the program requirements for LOS, site design guidelines, capital improvements and land use analysis. In addition to these requirements, each city and the county must contribute its apportioned share to the support of the CMA's administrative costs.

If the CMA finds a local jurisdiction in non-conformance, it will notify the local jurisdiction, which then has 90 days to remedy the area(s) of non-conformance. If the local jurisdiction does not affect a remedy, the CMA will notify the State Controller to withhold the Proposition 111 fuel tax funds to that jurisdiction, and the jurisdiction will not be eligible to receive funding for projects through the federal Surface Transportation Program or Congestion Mitigation and Air Quality Program, or the State Transportation Improvement Program.

If, over the next 12 months, the CMA determines that the jurisdiction is in conformance, the withheld Proposition 111 funds will be released. If after the 12-month period the city or County has not conformed, the withheld Proposition 111 funds will be released to the CMA for projects of regional significance included in the CMP or deficiency plans.

The CMA is responsible for ensuring local government conformance with four elements of the CMP:

- Trip Reduction Program
- Land Use Analysis Program
- Payment of membership dues
- Level of Service Standards <sup>34</sup>:

---

<sup>33</sup> If the city of Oakland is found to be out of conformance, the Port of Oakland's projects will be treated as a city of Oakland project for purposes of CMP requirements and state statutes.

<sup>34</sup> California Government Code Section 65089.3

### **Travel-Demand Management Element**

Local jurisdictions must adopt site design guidelines and implement congestion-reducing capital projects to meet TDM requirements. The site design guidelines must enhance transit/pedestrian/bicycle access. Each jurisdiction must submit a Site Design Guidelines Checklist by September 1 of each year specifying that they have adopted and are implementing such guidelines to encourage the use of alternative modes of travel.

Further, they must undertake capital improvements that contribute to congestion management and emissions reduction. Each jurisdiction is required to participate in the Transportation Fund for Clean Air, Surface Transportation Program, Congestion Mitigation and Air Quality Program and other funding programs and to submit projects that support bicycle, pedestrian, transit or carpool use. Details are provided in Chapter 5. See Appendix D for the TDM Checklist.

### **Land Use Analysis Program**

The CMA is required to develop a program that will analyze the impacts and determine mitigation costs of land use decisions on the regional system. Local governments are responsible for implementation of the program. The program approach is described in Chapter 6, Land-Use Analysis Program.

Local jurisdictions are responsible for approving, denying, or altering projects and land-use decisions and are required to determine land-development impacts on the Metropolitan Transportation System and formulate appropriate mitigation measures commensurate with the magnitude of the expected impacts.

### **Capital Improvement Program**

The CMA is required to prepare and biennially update a CIP aimed at maintaining or improving transportation service levels as described in Chapter 7, Capital Improvement Program. Each city, the county, transit operators and Caltrans will provide input to these biennial updates.

### **Level of Service Standards**

Local governments are accountable for meeting LOS standards as described in the CMP. If such standards are not met, a deficiency plan must be developed. It should describe how the adopted LOS standards at the deficient segment or intersection will be met, and how LOS and air quality improvements will be achieved.<sup>35</sup>

## **MONITORING**

Monitoring provides feedback to determine whether the CMP's objectives are being met. The system performance data collected in the monitoring process can be used to adjust either the CMP or the actions

---

<sup>35</sup> California Government Code Section 65089.3(d)

of the local governments to meet legislative requirements. Monitoring also provides information that can be used to:

- Update the countywide travel model and database;
- Adjust TDM measures, transit standards and LOS standards; and
- Determine whether it will be necessary for a local government to develop a deficiency plan.

Outlined below in Table 18 are the schedule and basic requirements for monitoring that each jurisdiction should undertake to document to the CMA that it conforms to CMP requirements. Further action by the CMA may be necessary to develop rules, procedures and other data requirements for monitoring and conformance.

## **LOS Standards**

The CMA currently monitors LOS standards. If the cities, county or Caltrans assume this responsibility, monitoring may be accomplished through a self-certification process involving the local jurisdictions and/or Caltrans and the CMA. In this event, the responsible agency will annually monitor the LOS on segments of the CMP-network under its jurisdiction. Where a segment falls within two or more jurisdictions, the jurisdiction with the greatest segment mileage is responsible for monitoring the segment. If the local jurisdictions choose to conduct monitoring of LOS on CMP roadways, the process described below shall be followed.

The jurisdiction must conduct p.m. peak period (4 p.m. to 6 p.m.) and a.m. peak period (7 a.m. to 9 a.m.) travel-speed sampling on a non-holiday Tuesday, Wednesday or Thursday and analyze LOS based on that data consistent with the methods for determining LOS outlined in the Chapter 3, LOS Standards. Studies on the impact of proposed development may supply some of the data (provided the sampling is done during the timeframes specified above), thereby reducing the need for data collection.

If the LOS is determined to be A, B or C for any year that is monitored, the monitoring frequency will then become every other monitoring period, until such time as the segment is found to operate at LOS D. Any segment determined to operate at LOS D, E or F should then be monitored every study year.

If a segment not included in an infill opportunity zone is found to not meet the adopted LOS standards in p.m. peak period, a deficiency plan must be prepared in accordance with CMP requirements. The a.m. peak monitoring is for informational purposes only.

**Table 18 — Conformance and Monitoring**


---

**SCHEDULE OF LOCAL GOVERNMENT AND TRANSIT OPERATOR REQUIREMENTS**


---

*Designated Roadway System (Cities/County)*

- By June 30, 2013 submit a list of potential CMP-designated routes based on Spring 2011 24-hour traffic counts.

*Roadway Level-of-Service Standards (CMA)\**

- Biennially in even numbered years - Monitor the level of service on the designated system and report to the CMA by May 1 of each year relative to consistency with the adopted standards.

*Performance Element (CMA/Transit Operators/Cities/County)*

- By June 1 of each year - By submitting its short-range transit plan, report to the CMA relative to attainment of the established standards.
- As part of this report, identify the resources necessary to continue to maintain this transit performance level during the succeeding five years.
- August 1 of each year - Submit available transportation performance measurement data to CMA for use in the Annual Transportation Performance Report.

*Trip Reduction and Travel Demand (CMA)*

- By September 1 of each year - submit the completed Site Design Guidelines Checklist to the CMA certifying that the Guidelines have been adopted and implemented.

*Land-Use Analysis Program (Cities/County)*

- By September 1 of each year - Demonstrate to the CMA that the program is being carried out.

*Capital Improvement Program**(Cities/County/Transit Operators/Caltrans/Port of Oakland/Others)*

- By February 1 of each odd numbered year - Submit a list of projects intended to maintain or improve the level of service on the designated system, and to maintain transit performance standards. The Travel-Demand Management Element requires that local jurisdictions consider inclusion in the CIP, projects which support alternative modes.

---

\* The CMA is currently monitoring level-of-service standards. If the cities, county or Caltrans assume responsibility, monitoring will be accomplished through a self-certification process involving the local jurisdictions and/or Caltrans and the CMA. See Chapter 3 for details relating to methods, frequency, etc.

## Performance Measures

Although there are no statutory requirements regulating performance element monitoring, the CMA intends to continue preparing a transportation performance report annually. The report will summarize current performance data, highlight any significant changes in performance and provide broad analyses of the results and any implications for policy and investment decisions made by the CMA.

## DEFICIENCY PLANS

Deficiency plans provide a method for local governments to focus on areas where congestion problems are keeping system performance from meeting adopted standards. They provide an opportunity to analyze the causes of the problems and determine whether they can be fixed by local improvements or if it would be best to employ measures that will improve overall system efficiency and air quality.

Deficiency plans also provide local governments the opportunity to give priority to system and non-capital mitigation methods to relieve congestion. The statutes specifically point to improved public transit service and facilities, improved non-motorized transportation facilities, HOV facilities, parking cash-out programs and transportation control measures.

## Requirements

The need for deficiency plans is identified following the biennial LOS monitoring of the CMP roadway network. Deficiency plans are required when a CMP segment is not meeting the adopted LOS standard, after allowable exemptions. At a minimum, deficiency plans must include:

- Identification and analysis of the causes of the deficiency.
- A list of improvements necessary for the deficient segment or intersection to maintain the minimum LOS otherwise required and the estimated costs of the improvements.
- A list of improvements, programs or actions (and estimates of their costs) that will measurably improve multimodal performance of the system and contribute to significant improvements in air quality.
- An action plan of the most effective implementation strategies to maintain the minimum LOS standards at the deficient segment, or to improve the current and future LOS and contribute to significant air quality improvements. The action plan must include implementation strategies, a specific implementation schedule and a description of its funding and implementation strategies. Special consideration for state or federal requirements must be taken into account when determining the feasibility of the action plan. Improvements funded through the CMP Capital Improvement Program, whether having local or system impact, must not degrade air quality.

## Guidelines

In January 1993, the CMA Board approved deficiency plan guidelines. The guidelines, which were developed with significant input from ACTAC, describe the process, timelines and acceptable methodologies for jurisdictions to use in developing deficiency plans. The guidelines, as adopted, are incorporated by reference into the 2009 CMP, including all their requirements and specifications. The full text of the guidelines can be obtained by contacting the CMA offices.

## Approval Process

Local governments are required to adopt deficiency plans at a “noticed” public hearing—one for which legal notices have been advertised. Local governments should provide sufficient notice of their intention to adopt deficiency plans to allow for members of the public to review and comment on it. Copies of the plans should be made available for review by interested agencies, groups and citizens.

After the local government has adopted the deficiency plan, it is forwarded to the CMA. The CMA must hold a noticed public hearing within 60 days of receiving the adopted plan, at which time it may either accept or reject the deficiency plan in its entirety. The CMA cannot modify the deficiency plan. The CMA will use the information provided by the program monitoring reports and consider the following items when reviewing deficiency plans:

- Consistency with the CMP, *Countywide Transportation Plan*, *Transportation 2035*, RTIP, general plans and air quality plans;
- Adequacy of the deficiency analysis;
- Effectiveness of proposed improvements;
- Linkage of proposed improvements to LOS change; and
- Impacts of proposed plans to other segments of the regional system.

The CMA will seek the input of local agencies during the review of deficiency plans. If the CMA rejects a deficiency plan, it must give a clear statement as to the reasons for rejection and should provide recommendations for improvements.

## Local Government Responsibilities

Local governments are responsible for preparing and adopting deficiency plans—proposed methods for bringing areas that do not meet LOS standards up to par. However, they will need to consult with the CMA, Caltrans, local transit providers and BAAQMD as they prepare their deficiency plans. Local public-interest groups and members of the private sector may also have an interest in the development of deficiency plans.

During the process of developing the plan, the local agency will need to consider whether it is possible to make physical improvements to the deficient segment. It may not be possible to do so for a number of reasons, including cost, availability of real estate, public opposition and air quality plan conflicts.

In developing the deficiency plan, both local and system alternatives must be considered and described. Local governments and the CMA should examine the impact of the proposed deficiency plan on the CMP system. An action plan to implement the chosen alternative must also be provided.

### **Multi-jurisdictional Deficiency Plans**

If more than one local jurisdiction is responsible for causing a deficient segment or intersection, all responsible local jurisdictions shall participate in developing a deficiency plan to be adopted by all participating local jurisdictions. The local jurisdiction in which the deficiency occurs shall have lead responsibility for developing the deficiency plan and for coordinating with other local jurisdictions that have an impact on the system.<sup>36</sup>

### **Policies on Multi-Jurisdictional Deficiency Plan**

- Jurisdictions must participate if traffic to or from that jurisdiction, either an origin or destination at the deficient segment, represents 10 percent, as estimated by a CMA-certified model, of the capacity of the freeway/roadway.
- In order to eliminate any gaps and to ensure continuity in the planning process, a jurisdiction that does not meet the 10 percent threshold shall be required to participate in the deficiency plan process if it is surrounded by jurisdictions which meet the threshold for participation.
- All participating jurisdictions shall adopt identical deficiency plan action plans.
- The percent contribution of traffic specifically does not imply a commensurate financial share of the Deficiency Plan Action Plan.
- All owners/operators of a deficient segment of freeway or roadway along with transit operators shall be invited to participate in the deficiency plan process.
- A jurisdiction shall have the right to appeal as depicted in the Multi-jurisdictional Deficiency Plan Appeal Process (Figure 13).
- For purposes of determining the capacity of a freeway or roadway the following criteria shall be used for multi-jurisdictional deficiency plans unless a local jurisdiction can demonstrate an alternative capacity:  
     Freeways - 2,000 vehicles/lane/hour;  
     2-lane highways - 1,400 vehicles/lane/hour; and  
     Arterials - 800 vehicles/lane/hour.

---

<sup>36</sup> The Port of Oakland is considered a governmental subdivision of the city of Oakland. Should a deficiency occur on a segment within the city of Oakland, the city shall be responsible for preparing the deficiency plan. The Port's participation in the deficiency plan process shall be agreed upon by the city of Oakland and the Port prior to the preparation of the deficiency plan.

If a local jurisdiction responsible for participating in a multi-jurisdictional deficiency plan does not adopt the deficiency plan in accordance with the schedule and requirements outlined above, that jurisdiction shall be considered in non-conformance with the CMP.<sup>37</sup>

Local jurisdictions outside Alameda County that contribute significantly to a deficiency plan will be invited to participate, but cannot be compelled to do so.

### **Conflict Resolution**

Resolution of conflicts among local jurisdictions may be necessary during the multi-jurisdictional deficiency plan process. The CMA's adopted appeal process (see Appendix B- CMA Committees, Appeal Process and Administration), shall be used for any unresolved conflicts associated with multi-jurisdictional deficiency plans.

### **Approved or Required Deficiency Plans**

Table 19 shows the roadway or ramp segments that require or have required deficiency plans. Other plans include the following.

#### **San Pablo Avenue/I-80 Corridor Plan**

On April 24, 1997, the CMA Board recognized the San Pablo/I-80 Corridor Plan as a basis for a future deficiency plan. It would apply to the CMP network within the following sub-area of the San-Pablo study limits, including the freeway ramps and future University Avenue/I-80 HOV ramp:

Alameda/Contra Costa County line (north); 14th Street to western boundary of Mandela Parkway, extending north to the eastern I-80 right-of-way (south); Martin Luther King Jr. Way/San Pablo Avenue, Marin, east side of San Pablo Avenue (east); and the eastern boundary of the I-80 right-of-way (west).

#### **I-880 Strategic Plan**

On January 20, 2000, the CMA Board similarly recognized the I-880 Strategic Plan as a basis for a future deficiency plan. The plan would apply to the CMP-network within the study limits: the I-880 Cypress Freeway connection (north); SR-237 in Milpitas (south); I-580/SR-238 and I-680 (east); and the San Francisco Bay (west).

---

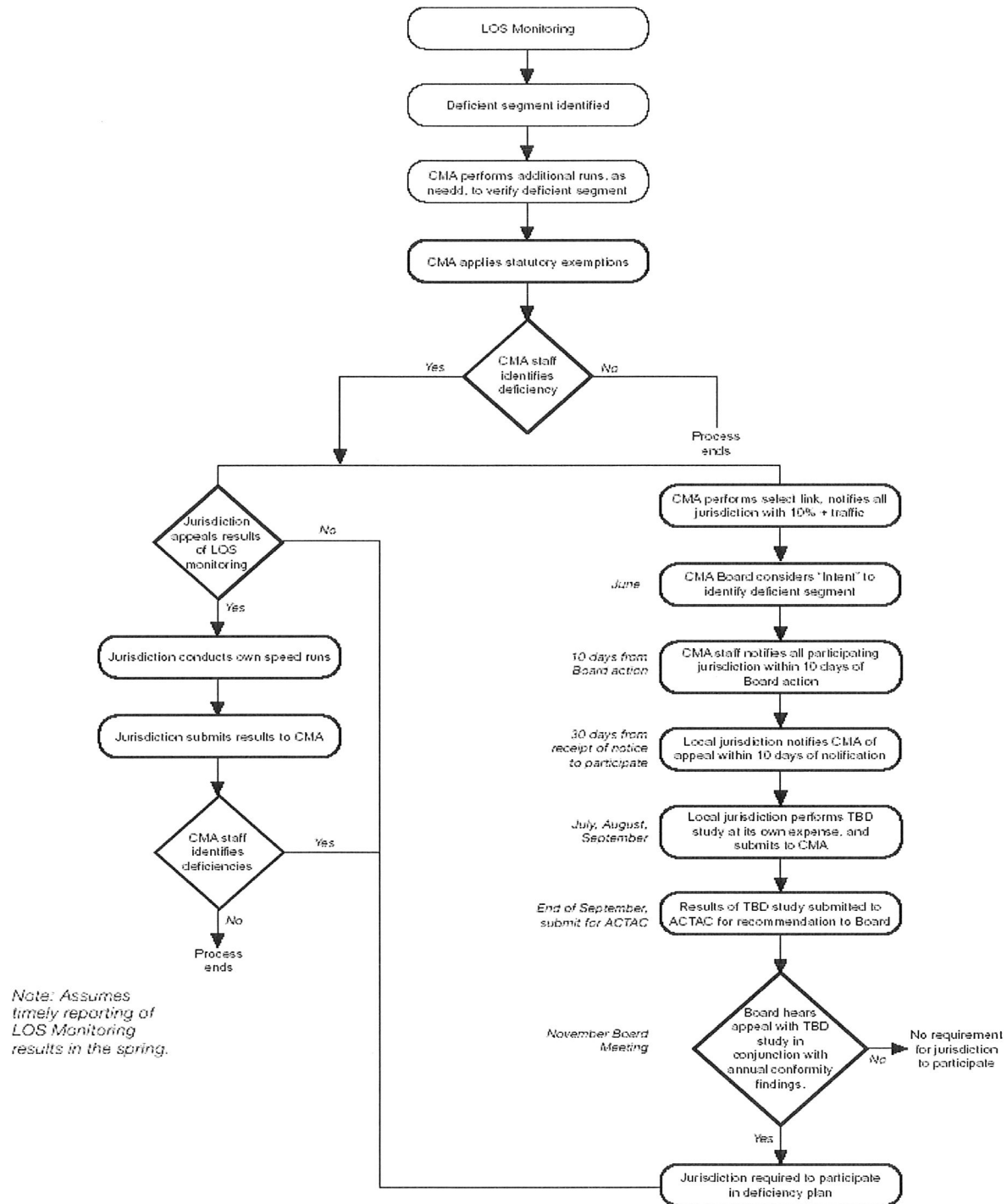
<sup>37</sup> California Government Code Section 65089.4(e)

**Table 19—Deficiency Plan Required for Specific Roadway Segments**

STATUS	JURISDICTION	SEGMENT	YEAR DEFICIENCY PLAN REQ'D
Deficiency Plan approved by CMA Board November 2001 and is being implemented.	Alameda County (participants: Oakland, San Leandro, Dublin, Pleasanton, Livermore)	WB I-580, from Center Street to I-238.	2000
Deficiency Plan approved by CMA Board November 2001 and is being implemented. Short-term mitigation, widening Mission Boulevard from four lanes to six lanes, was completed in 2005.	Fremont (participant: Newark)	EB Mowry Avenue, from Peralta Boulevard to SR-238/Mission Boulevard.	2000
Deficiency Plan approved by CMA Board November 1999 and has been implemented, LOS Standard restored.	Berkeley (participants: Albany, Oakland, Emeryville)	NB San Pablo Avenue, from Allston Way to University Avenue.	1998
Deficiency Plan approved by CMA Board November 1999 and has been implemented, LOS Standard restored	Berkeley	SB University Avenue, from San Pablo Avenue to Sixth Street.	1998
Deficiency Plan approved by CMA Board November 1999 and is being implemented.	Oakland (participating jurisdictions: Berkeley, Alameda)	The freeway connection between SR-260 eastbound (Posey Tube) and NB I-880.	1998

STATUS	JURISDICTION	SEGMENT	YEAR DEFICIENCY PLAN REQ'D
Deficiency plan being prepared.	Oakland (Participating jurisdiction: Alameda)	NB SR 185 (14 <sup>th</sup> St) between 46 <sup>th</sup> and 42 <sup>nd</sup> Avenues	2008

Figure 13—Multi-jurisdictional Deficiency Plan Appeal Process



## CONSISTENCY WITH REGIONAL TRANSPORTATION PLAN

The 2009 Congestion Management Program conforms to MTC's criteria for consistency with the Regional Transportation Plan, Transportation 2035. The projects and programs shown in the Capital Improvement Program and Chapter 4 Performance Element meet the following Three E principles and goals of the Regional Transportation Plan:

PRINCIPLE	GOAL
Economy	Maintenance & Safety
	Reliability
	Efficient Freight Travel
	Security & Emergency
	Management
Environment	Clean Air
	Climate Protection
Equity	Equitable Access
	Livable Communities

Additional consistency requirements are identified in the appropriate chapters in the CMP. Conformance with the CMP/MTS network can be found in Chapter 2; Resolution 3434 Regional Transit Expansion Program is acknowledged in Chapter 6; regional programming policies and principles are found in Chapter 7; and travel demand model consistency is found in Chapter 9. Table 20 in Chapter 10 summarizes consistency requirements and the 2009 CMP's compliance.

## Database and Travel Model

Every CMA, in consultation with the regional transportation planning agency (MTC in the Bay Area), cities and the county, must develop a uniform database on traffic impacts for use in a countywide travel model.<sup>38</sup> The CMA must approve computer models used for sub-areas, including models used by local jurisdictions for land use impact analysis. All models must be consistent with MTC's modeling methodology and databases.

The purpose of this requirement is to bring a uniform technical basis for analysis to congestion management decisions. This includes consideration of the benefits of transit service and TDM programs, as well as projects that improve congestion on the CMP designated system. The modeling requirement is also intended to assist local agencies in assessing the impacts of new development on the transportation system.

The Alameda countywide travel model is an essential tool to the CMP planning process. The CMP is a forward-looking program, espousing a philosophy of early action to prevent conditions from deteriorating. The model allows the CMA to anticipate the potential impacts of local land development decisions on the Metropolitan Transportation System.

### FEATURES OF THE UPDATED COUNTYWIDE MODEL

In June 2007, the Alameda Countywide Travel Demand Model was updated to use the same platform as MTC's Regional Transportation Model which at that time incorporated land use based on Association of Bay Area Governments' (ABAG) Projections 2005. The most recent update completed in October 2008 updated the land use assumptions to ABAG's Projections 2007 and revised several features. The following are the key elements of the updated countywide model:

- The model now uses Cube software.
- The base year of the model is 2000 and forecast years are 2005, 2015 and 2035.
- Five time periods are included in the model: AM peak 1-hour; PM peak 1-hour; PM peak 2-hour; PM peak 4-hour; and Daily.
- The updated model contains

---

<sup>38</sup> California Government Code Section 65089(c)

- 2,659 traffic analysis zones (TAZ) an increase of 1,634 zones from the previous EMME2 based model.
- includes more detailed road and transit networks and these networks are compatible with GIS
- incorporates the most recent 2000 census and ABAGs' Projections 2007 land use and socioeconomic data with input from the local jurisdictions
- includes San Joaquin County as an internal area in the countywide model through buffer zones. San Joaquin County land uses incorporated are based on the San Joaquin County travel forecast model as of July 2008.
- includes other Bay Area Counties in more detail by including or retaining MTC's Regional Traffic Analysis Zones (RTAZs) for these counties
- expands MTC's home-work mode choice model by including additional details on transit modes. Transit/walk access and Transit/drive access sub-modes are divided into further sub-modes: transit/walk access mode was divided into local bus, express bus including ferries, light rail, commuter rail and BART; transit/drive access mode into park/ride and kiss/ride.
- Includes ramp meters and HOV bypass lanes at each freeway ramp which has or is planned to have ramp metering.

Specific features and assumptions for various components of the model can be found in the model documentation dated February 2009 can be found the ACCMA website.

## LAND USE DATABASE DEVELOPMENT

The database developed for use with the countywide travel model is based on data summarized in ABAG's Projections 2007 and incorporated into the MTC's regional model TAZs (RTAZ). The land use and socioeconomic data was allocated to ACCMA model TAZs based upon review and redistribution by the Alameda County jurisdictions. The jurisdictions totals generally stayed within 1% variation from the ABAG totals, but were permitted to redistribute if appropriate. Countywide totals after redistribution remained within plus or minus 1% of ABAG county totals, as required by MTC. By aggregating the projections made for each zone, the CMA can produce projections of socioeconomic characteristics for unincorporated areas of the county, the 14 cities and for the four planning areas for Alameda County.

## MODEL DEVELOPMENT

The framework established for the model encompasses the following components:

- Trip generation (forecast of the number of trips by traffic analysis zone);
- Trip distribution (distribution of forecast trips between each traffic analysis zone);
- Modal split of inter-zonal trips (distribution of trips by mode within each traffic analysis zone); and
- Assignment (forecast of trips originating or destined to external zones).

These are the typical model components found in any model whose purpose is to produce simulations of travel demand based on different assumptions about land use, demographic and transportation characteristics.

Development and validation of the model were predicated on the following concepts.

- Consistency, to the greatest extent possible, with the assumptions and procedures established and used by MTC to produce regional travel demand forecasts. More specifically, maintaining the same variables in the equations that comprise the trip generation, trip distribution and mode split components of MTC's travel demand model framework.
- Where necessary (in order to produce validated forecasts of travel on arterials or intra-county transit services), enhance the capacity of MTC's models by incorporating the simulation of certain types of travel not modeled by MTC (More specifically the addition of new transit sub modes).

The model was developed using the CUBE software developed by Citilabs, which is an interactive transportation planning program that produces numerical and graphic representations of travel supply and demand. The model has been structured to provide forecasting detail that adequately addresses the evaluation needs of both countywide and corridor-specific transportation strategies. The countywide model has been developed and validated by:

- Defining a graphic zone structure detailed enough to depict changes in land use and demographics that would affect travel demand on arterials and intra-county transit systems; and
- Establishing highways and transit networks detailed enough for those types of travel demand.

In addition, the model incorporates land use and demographics of the nine-county Bay Area based on the ABAG's' Projections 2007 and for San Joaquin County from the San Joaquin County Travel Model. This allows the model to produce travel demand forecasts that incorporate influences of regional travel demand on transportation facilities in Alameda County. Travel originating or terminating outside the nine-county Bay Area and San Joaquin County is also taken into account, based on the data from the Caltrans statewide model.

## PLANNING AREAS

Alameda County has been subdivided into four areas of analysis, or planning areas. Planning areas are analogous to four of the five MTC super districts in Alameda County.<sup>39</sup> The planning areas are defined as follows:

- Planning Area 1 consists of the cities of Albany, Berkeley, Emeryville, Oakland, Alameda and Piedmont;

---

<sup>39</sup> MTC superdistricts 18 and 19 comprise Planning Area 1, while superdistricts 17, 16 and 15 equate to Planning Areas 2, 3 and 4, respectively.

- Planning Area 2 consists of San Leandro, Hayward, and the unincorporated areas of Castro Valley and San Lorenzo;
- Planning Area 3 consists of Union City, Newark and Fremont; and
- Planning Area 4 consists of Pleasanton, Dublin, Livermore and the unincorporated areas of east County.

## **TRAFFIC ANALYSIS ZONE SYSTEM**

The traffic analysis zone structure developed for the countywide travel model is a refinement of the 1,454 zone structure MTC uses for their nine-county regional travel model. Traffic analysis zones are small geographical subdivisions of a region. Socioeconomic variables, such as households and employment data, are collected at the traffic analysis zone level for input into the travel demand models. Ultimately, the auto vehicle trips and number of individual trips on transit (“person trips”) will be assigned from each traffic analysis zone onto the highway and transit networks.

The countywide model required disaggregating or splitting the MTC zones into more and smaller traffic analysis zones. Within Alameda County, MTC’s zone system was refined to better suit the more detailed highway and transit networks in the countywide model. The new traffic analysis zones nest within the larger MTC zones. This ensures accurate disaggregation of MTC’s person trip tables to the traffic zones, and allows direct comparisons between the Alameda countywide model outputs and those of the MTC model. As a result of this zone refinement effort, the new model contains the following 2,659 TAZs:

- 1404 TAZs within Alameda County
- 159 TAZs in buffer areas (52 in West Contra Costa County, 48 in South Contra Costa County, 26 in San Joaquin County, and 33 in Santa Clara County).
- 1096 TAZs in the remainder of the Bay Area same as the MTC’s RTAZs

Maps of the 1404 TAZs within Alameda County, grouped by the four planning areas, are available on the ACCMA website.

## **TRANSPORTATION SYSTEM NETWORK**

The countywide model road network includes the following road types:

- Freeways
- Freeway ramps and metered ramps
- State routes
- Arterial streets
- Collector streets that carry traffic through neighborhoods to adjacent neighborhoods
- Streets that are likely to be analyzed in a local traffic study

The transit network in the countywide model was developed from the MTC model network with refinements to match the additional zonal detail within Alameda County. Highway networks by planning areas are available at the CMA website.

## MODEL RESULTS

The model produces the following countywide travel information:

- Trip Generation
- Trip distribution
- Modal split of inter-zonal trips for home-based work trips and total trips
- Forecast of trips originating or destined to external zones
- Peak hour LOS and traffic volume projections by segment (2000, 2005, 2010 and 2025)
- Directional miles of congestion, by type of facility (arterial, freeway)
- Mean highway speed
- Transit Accessibility
- Vehicle-miles traveled, by facility and by LOS
- Travel times for selected Origin-Destination pairs

Model output traffic volumes for all roadway segments for all horizon years and all time periods by planning areas are posted on the CMA website at website.

## MODEL ADEQUACY

The model has been tested and validated for 2000 conditions. The validation procedure compared the model outputs to observed traffic volumes and transit ridership data. During validation, adjustments were primarily made to model inputs, such as the road network and base year land uses, rather than calibrated parameters such as trip generation rates or distribution factors. Based on the model calibration, MTC consistency check, and the model validation, the following conclusions were made:

- The countywide model is generally consistent with the MTC model in terms of numbers and types of trips, distribution between the Bay Area Counties, and travel modes
- The model estimates reasonable numbers of vehicles and transit riders to and from Alameda County
- The countywide model estimates 2000 base year traffic on most screen lines and major regional facilities at a level of accuracy sufficient to support evaluation of peak hour traffic patterns on the CMP network; for example, select link analysis.

The model will be further refined, at least biennially, as part of the requirements to update the database to the latest ABAG Projections database. Further, it will be updated using the land use information and network characteristics that will be submitted periodically to the CMA by local jurisdictions as part of the land development impact analysis process of the CMP.

## CHAPTER TEN

## Conclusions and Implementation Issues and Moving Forward

The CMP has several interrelated elements intended to foster better coordination among decisions about land development, transportation and air quality.

### CONCLUSIONS

Several conclusions can be reached about the CMP relative to the requirements of law and its purpose and intent. The CMP fulfills the spirit and intent, as well as the requirements of the law.

#### 1. **Contributes to maintaining or improving transportation service levels.**

The projects and programs contained in the CMP are a subset of the Capital Investment Program adopted in the Alameda County 2008<sup>84</sup> *Countywide Transportation Plan*. The CMP can be viewed as the short-range implementation program for the *Countywide Transportation Plan*. As the first step towards the year 2032<sup>25</sup> projects and programs, the CMP is making progress toward maintaining or improving transportation service levels.

#### 2. **Conforms to MTC's criteria for consistency with *Transportation 2035*<sup>50</sup>.**

Table 20 lists MTC's consistency requirements for CMPs in the Bay region. The CMP has met all these requirements.

#### 3. **Provides a travel model consistent with MTC's regional model.**

In June 2007, the Alameda Countywide Travel Demand Model was updated to use the same platform as MTC's Regional Transportation Model which at that time incorporated land use based on Association of Bay Area Governments' (ABAG) Projections 2005. The most recent update completed in February 2009 updated the land use assumptions to ABAG's Projections 2007 and revised several features. This ensures consistency with the MTC model assumptions.

#### 4. **Is consistent with MTC's Transportation Control Measures Plan.**

The transportation control measures plan has been incorporated in the BAAQMD's 2005 Clean Air Plan for the Bay Area. As shown in Appendix E, the CMP includes many project types and programs identified in the plan. Appendix E lists the CIP and its relationship to state and federal transportation control measures. The CMA will work with the BAAQMD and project sponsors to define appropriate responsibility and timely implementation of these measures. It is therefore reasonable to conclude that the CMP is consistent with the Plan.

**5. Specifies a method for estimating roadway LOS consistent with state law.**

There are two approaches permitted by the law for assessing LOS. The CMP specifies using the 1985 HCM approach. Infill opportunity zones are specifically exempt from LOS standard requirements.

**6. Identifies candidate projects for the RTIP and federal TIP which meet MTC's minimum requirements.**

The RTIP and federal TIP candidates listed in the CMP's CIP have been evaluated and all candidate projects conform to MTC's screening criteria.

**7. Developed in cooperation with jurisdictions and other interested parties.**

The 2009<sup>7</sup> CMP update process included circulation of proposed policy papers and draft documents to interested parties through regular mailings for ACTAC, the CMA's Plans and Programs Committee and CMA Board meetings as well as posting them on the ACCMA's website. The mailing list included technical representatives of all cities in Alameda County, the county of Alameda, transit operators, the Port of Oakland, ~~the ACTA/ACTIA~~, the BAAQMD, MTC, Caltrans and ABAG. In addition, the designation of the CMP network will be coordinated with adjacent counties within the MTC region and is expected to be consistent with those CMPs.

**8. Provides a forward-looking approach to transportation impacts of local land use decisions.**

The Land Use Analysis Program provides for consultation with the CMA early in the land development process. Early input will help ensure a better linkage between land use decisions and transportation investment.

**9. Considers the benefit of Green House Gas (GHG) reductions in developing the CIP.**

GHG emission reductions are not yet required in either the Federal or State Clean Air Plans; however, the CMP considers the benefits of GHG reductions in the Land Use Analysis Program and in developing the CIP. The Land Use Analysis Program now identifies CMA Priorities for Climate Action Strategies to help reduce GHG emissions. These priorities will help guide the development of future projects and programs. When evaluating projects for the 2010 STIP, the evaluation criteria include consideration of climate change impacts.

**Table 2017—Summary of MTC’s Regional Consistency Requirements for CMPs****RTP Consistency**

- Have the RTP goals and objectives been included in the CMP?
- Does the CMP include references to Resolution 3434?

**CMP System**

- Have all State highways and principal arterials been included?
- Are all state highways identified?
- Has the CMA developed a clear, reasonable definition for "principal arterials" as part of its submittal plan?
- Has this definition been consistently applied in the selection of arterials to include in the designated system? If not, why?
- How does the CMP-designated system relate to MTC’s MTS in the *Transportation 2035*?
- Does the CMP System connect to the CMP Systems in adjacent counties?

**Air Quality Requirements**

- Does the CMP include locally implementable Federal and State TCMs, as previously documented and included in MTC’s Transportation-2035, MTC Resolution 2131, and the BAAQMD’s Bay Area 2005 Ozone Strategy Clean Air Plan?

**Modeling Consistency**

- Is the “base case” forecasting network limited to the approved TIP?
- Are “ABAG consistent” demographics used? If alternative demographics have been used in addition to the “ABAG consistent” forecasts, have the demographic inputs and travel forecasts been compared to the “ABAG consistent” based travel forecasts?
- Are the regional “core” assumptions for auto operating costs, transit fares and bridge tolls being used, or are reasons to the contrary documented?
- Does the forecasting model include transit and carpool use (through either a person trip generation model or a “borrowed share” approach)?
- Does the model produce trip distribution results that are reasonably consistent with those of MTC?
- Is the modeling methodology documented?

**LOS Consistency**

- Is LOS assessed using a methodology agreeable to MTC?

---

## RTIP/TIP Requirements

- Are the proposed RTIP projects consistent with the RTP?
  - Do the projects proposed for inclusion in the RTIP meet the minimum screening requirements established by MTC for the RTIP?
- 

## Process

- Has the CMP been developed in cooperation with all concerned agencies (i.e., transit agencies, applicable air quality district(s), MTC, adjacent counties, etc.?)
  - Has the CMP been formally adopted according to the requirements of the legislation?
- 

*Note:* Detailed requirements for regional consistency are outlined in MTC Resolution 3000, revised May 8~~11~~, 200~~9~~7. The supporting documentation's can be obtained at the CMA Offices.

## IMPLEMENTATION ISSUES

During this and previous CMP updates, several issues surfaced, requiring further CMA action. Some of these issues may also require action by the Legislature.

### 1. Cost Exceeds Funding.

The CMA has identified the cost of maintaining or improving transportation service levels through the year 20~~35~~25 as part of the *Countywide Transportation Plan*. This cost is large and well beyond existing funding sources. Further statewide attention to transportation funding will be necessary, if the CMP law is to achieve its intended goal.

The CMP law also imposes significant costs on local government that are not uniform throughout the urbanized areas of the state. In southern California, existing transportation commissions are the designated CMAs. These commissions have funding resources available to them for their CMP not available in the Bay region. Consequently, a higher percentage of Proposition 111 fuel tax subventions will be devoted to CMP administration in the Bay region than in southern California. These inequities among different parts of the state may not have been intended by the author of the legislation (Assemblyman Katz).

With the passage of the federal ISTEA of 1991, Transportation Efficiency Act in 1997 and Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005 new requirements have been placed on MTC relative to congestion management. MTC is passing funds through to the CMAs in the Bay region to assist in implementing the 1991 federal aActs related to transportation funding. These funds, however, do not fully cover the cost of CMA administration.

## 2. **Limited CMA Authority.**

Funding programs, such as transit operating funds, most transit capital funding, the interregional road program, the highway rehabilitation program and the toll bridge program are outside the scope of the CMP. Caltrans administers the interregional road program and highway rehabilitation program. It is difficult for the CMA to fulfill the intent of the CMP legislation because so many programs are beyond its authority.

## 3. **LOS Responsibility.**

CMP law indicates that Caltrans is responsible for monitoring LOS standards on the state highway system, if the CMA designates responsibility to Caltrans.<sup>1</sup> As state-owned facilities, it is reasonable to assume that the state is responsible. The CMA will continue to work with Caltrans on LOS monitoring to ensure that consistent LOS results can be maintained if the CMA delegates future monitoring responsibilities to Caltrans.

The CMP law also recognizes that responsibility for sustaining LOS standards on local roadways and the state highway system should be shared between the local government where the roadway is found and other local jurisdictions which contribute significant a percentage of traffic. This change in state law recognizes that other jurisdictions may be partially responsible for the roadway exceeding the standards and that local government has little authority over the state highway system. Some exemptions, such as interregional trips, have been built into the current law. But these exemptions do not deal sufficiently with the problem. Corridor-level planning may offer the most reasonable approach to this multi-jurisdictional problem.

## 4. **Scope of the CMP-network.**

The CMP-network is reviewed every four years, with the next review scheduled for 2001~~19~~<sup>34</sup>. Additional roadways that meet the criteria for inclusion will be added in 201~~34~~<sup>34</sup>. However, State law does not provide incentives to local jurisdictions to add roadways to the CMP-network. In fact, there are significant disincentives to adding roadways that may in the future deteriorate to LOS F. Jurisdictions would be required to prepare a deficiency plan or risk losing Proposition 111 gas tax funds.

## 5. **Transportation revenue shortfalls.**

State and federal transportation funding continues to be inadequate to address both capital and transit operating costs. The shortfalls may jeopardize the ability to maintain and improve transportation LOS. Worsening traffic congestion on the CMP-network will trigger requirements for local jurisdictions to prepare and adopt deficiency plans or risk losing Proposition 111 gas tax funds for local projects. They will be compounded by the requirements to implement SB 375-Redesigning Communities to Reduce Green House Gases, which is currently an unfunded mandate.

---

<sup>1</sup> Katz, Statutes of 1995

## 6. Land Use Analysis Program.

The CMA will continue to improve the Land Use Analysis Program to make it meaningful, but not resource-intensive. The results of the MTC/CMA transportation and land use partnership will be amended into the CMP, as appropriate.

## 7. CMP-Network Roadways.

ACTAC developed a procedure and schedule for adding roadways to the CMP-designated system. Jurisdictions will review their roadways systems for routes that may meet the “Criteria for Inclusion of Principal Arterials.” For potential routes, each jurisdiction will conduct 24-hour traffic counts for a period including a Tuesday through Thursday of a typical week. Traffic counts should be taken around the first week in Spring 2011. In order to be in compliance with the CMP, each jurisdiction must submit potential CMP-designated routes to the CMA by June 30, 2011.

The CMA Board recommended reviewing the criteria for the CMP roadways as part of the 2011 CMP update. The CMP roadways criteria was adopted in 1991 and the CMP network based on that criteria was developed during the same year. Since the land use and traffic pattern have changed since then, the CMP roadway criteria, particularly “the Criteria for Inclusion of Principal Arterials” need to be reviewed in that context.

## 8. Congestion pricing strategies.

The CMA secured federal funding to evaluate, plan and implement a “value-pricing” demonstration project in the I-680 Corridor. The project is currently underin 95% design phase and construction and is expected to be open to traffic in Fall 2010. begin in 2008. The legislation also approved a second HOT lane in the County. The CMA Board approved I-580 as a candidate corridor, and it is currently in design stage. The I-580 HOT lanes are anticipated to be open to traffic in Summer 2011. related technical studies are underway. Other strategies include:

- Off-peak transit fare discounts; and
- Parking ticket surcharge by the Alameda County jurisdictions, with revenues devoted to transit.

## 9. CEQA Reform and need for multi-modal level of service.

The State Office of Planning and Research has initiated a revision of CEQA with respect to the analysis and mitigation of potential effects of greenhouse gas emissions. Revising CEQA to broaden the analysis and mitigation options to take into account trips made by other modes than automobile trips, such as walking, biking, and transit would facilitate TOD projects. Therefore, for the 2011 CMP, the CMA will work with its partners toward identifying a standard of multi-modal level of service to supplement existing service level methodologies

## 10. Implementation of SB 375 – Redesigning Communities to Reduce Greenhouse Gases

Adopted in 2008, Senate Bill 375 – Redesigning Communities to Reduce Greenhouse Gases - mandates an integrated regional land-use and transportation planning approach to achieve targets for reducing greenhouse gas emissions from automobile/light trucks. The focus is on reducing vehicle miles travelled

(VMT). To address the requirements of SB 375, the CMA developed Climate Action priorities detailing transportation strategies and is working with its partners to implement them.

#### **11. Parking Standards and Policies**

Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. With the support of local jurisdictions, the CMA plans to explore and review parking policies and standards as a way to develop parking management strategies as a land use tool for local jurisdictions to promote alternative modes and reduce greenhouse gases. A Task Force has been formed to begin investigating strategies.

### **MOVING FORWARD: IMPLEMENTATION OF SB 375**

Climate change awareness and the urgency to reduce greenhouse gases (mainly carbon dioxide) has become a driving force in the transportation realm with the passage of SB 375 in 2008. MTC, the CMAs and local jurisdictions will be required to find ways to provide more projects and programs that integrate transportation and land use and reduce GHG emissions. This will require new approaches to providing transportation infrastructure and services to improve mobility and ease congestion in Alameda County. The CMA has already identified priorities for addressing climate change that are included in this CMP update. In addition, MTC is required to develop a Sustainable Communities Strategy (SCS) as part of the next RTP update for 2013. The 2009 RTP (T2035), adopted in April 2009, is based on ABAG's *Projections 2007* and includes some reduction targets on a voluntary basis. The SCS will be required to meet higher reduction targets.

Between now and the next update of the *Congestion Management Program* and the *Countywide Transportation Plan*, the CMA will work with its partners to develop a series of plans and studies to address these issues and identify projects and programs for implementation that will allow the County to move toward achieving greenhouse gas reduction targets. These plans, which are dependent on identifying new funding, will be incorporated into the next update of the *Congestion Management Program* and the *Countywide Transportation Plan*. They would include the following elements:

#### **Transit Plan**

This plan is intended to address ways to improve transit frequency and service; improve coordination among operators, especially transfer opportunities in the county and with adjacent counties; identify and close gaps in the transit system; and identify better access to transit.

#### **Transportation Demand Management (TDM) Expansion and Parking Management Program**

This plan is intended to investigate establishing a countywide program that would provide a range of multi-modal transportation choices to Alameda County residents and employees and identifying ways to manage parking to reduce reliance on single occupancy vehicle trips and promote Transit Oriented Development (TOD). TDM and parking policies are related transportation strategies that, if well planned in conjunction with transit centers and TOD, could be effective in encouraging alternative modes of travel.

**Bicycle and Pedestrian Plans:**

The CMA and ACTIA are in the process of updating the existing Countywide Bicycle and Pedestrian Plans. The update will investigate ways to improve bicycle and pedestrian access to transit as a way to reduce single occupancy vehicle trips and support TOD.

**Goods Movement Plan**

This plan is intended to develop a demand and needs assessment of freight movement in Alameda County; identify issues facing the goods movement industry; and identify recommendations for strategic investments in trucking and rail. Addressing the needs of freight and goods movement in Alameda County would result in improved economic conditions, employment opportunities, and environmental conditions for residents and businesses.